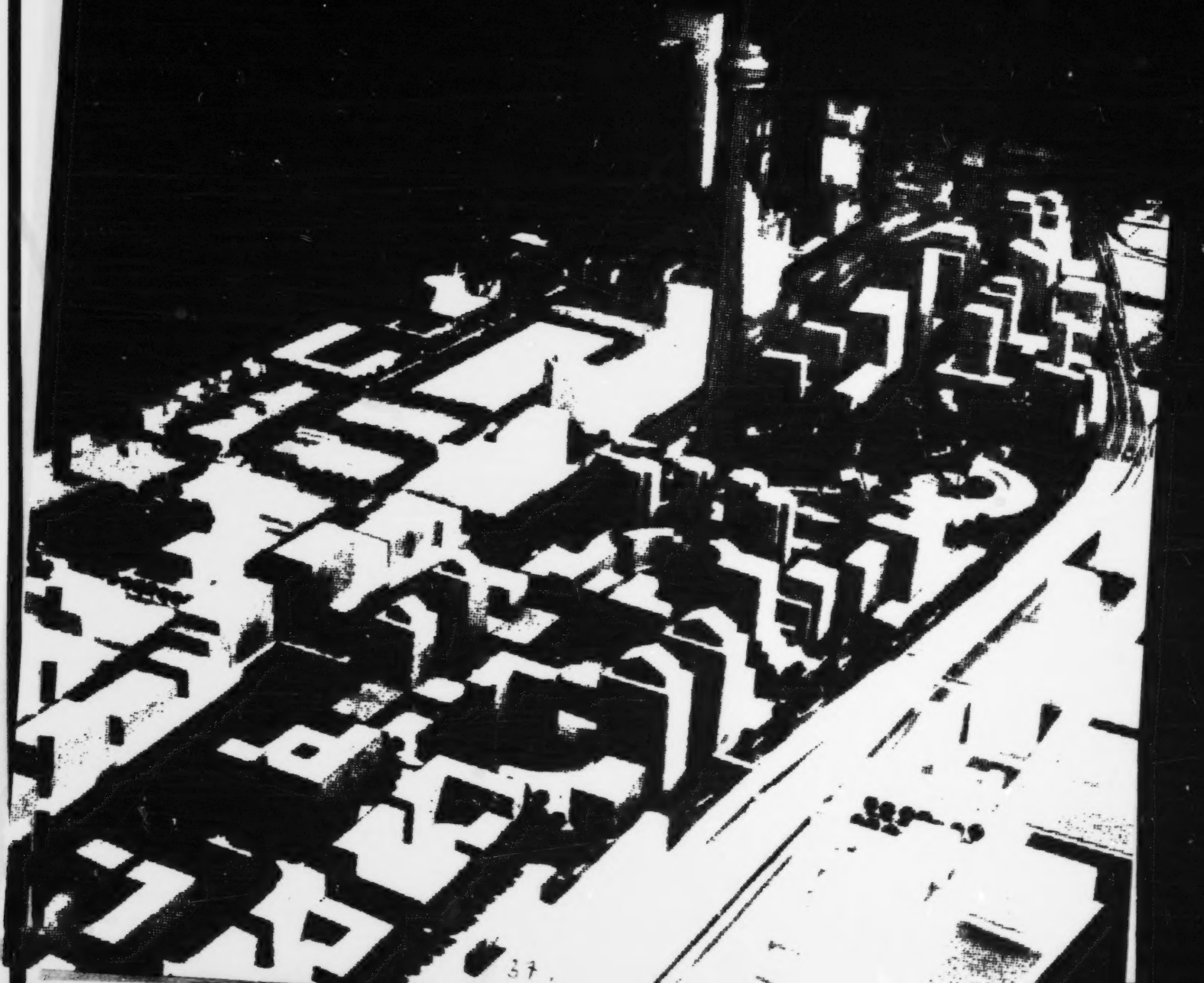
RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.
STEPHEN G. McCAUGHEN, COMMISSIONER SEPT. 1983



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CITY OF TORONTO
PLANNING AND
DEVELOPMENT DEPARTMENT

SEPTEMBER . 1983

City of Toronto
Planning & Development Department

Stephen G. McLaughlin
Commissioner

City Hall
Toronto, Ontario
M5H 2N2

(416) 947 7182

Reference / Subject:

September 12, 1983

The Mayor and Members of Council
City of Toronto
City Hall
TORONTO, Ontario
M5H 2N2

Dear Mayor Eggleton:

As requested by the Land Use Committee on March 9, 1983 and confirmed by Council at its meeting of April 18 and 22, 1983, I am pleased to submit this Railway Lands Part II: Development Concept report.

The emphasis of my report is on the nature and form of future Railway Lands development and on the general principles rather than the details of an implementation strategy. Specific Part II Official Plan statements do not form part of this document.

A critical reason for bringing forward this Development Concept prior to a Part II Official Plan and Zoning By-law is the need to permit informed and focussed public discussion. Redevelopment of the Railway Lands will have a profound and lasting effect on all of us. It is therefore essential that the public have the opportunity to consider and influence the ultimate substance and shape that such development will take.

Reuniting the City with its waterfront through careful and planned development of the Railway Lands is a goal we all share. I believe this document represents a very significant step toward achieving this goal.

Yours truly,

Stephen G. McLaughlin
Commissioner

1834 1984

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INTRODUCTION

Introduction:

The possibility of removing the maze of railway tracks which separates Toronto from its waterfront has intrigued planners, architects, politicians and citizens for more than two decades. And the plans and visions which this possibility has evoked are part of an even longer history of efforts to ensure that commercial and industrial growth along Toronto's waterfront would go hand in hand with its use and enjoyment by the public.

The objective of redeveloping the Railway Lands in order to reunite the City with its waterfront is clearly expressed as a strategic goal in Toronto's Official Plan. The Development Concept described in this report is put forward as a means of achieving this goal. In addition, the Development Concept provides long-range development opportunities which will alleviate pressure for the expansion of commercial development into Central Area neighbourhoods and lower density areas on the edges of the Central Core. If endorsed by City Council it will provide a clear and understandable basis for the development of the Part II Official Plan, zoning regulations and related agreements necessary for development in accordance with these objectives to take place.

As called for in the Part I Official Plan, responsibility for the preparation of the Part II Plan rests with the City of Toronto, in consultation with other levels of government, Canadian National Railways and Canadian Pacific/Marathon Realty. In August 1978, a Railway Lands Steering Group was established to participate with the City in the preparation of this Part II Plan. The Steering Group, consisting of representatives of the Provincial, Metropolitan and City Governments, CN Realty and Marathon Realty, has produced background studies on the Railway Lands, and has served as an information clearing house for its members. The Department of Public Works (Canada) has maintained an observer status on the Committee. In consultation with the Steering Group, five background study areas - Access; Development Prospects; Parks and Open Space; Railway Heritage; and Servicing and Infrastructure - were defined for the preparation of the Part II Plan. These topics have also been the subject of studies prepared by consultants for CN Railways.

The redevelopment of the Railway Lands is a formidable undertaking which demands an integrated approach to a wide variety of site planning and land use policy issues. Consequently, it was recommended to the City's Land Use Committee that, prior to the submission of a draft Part II Plan and Zoning By-law, a Part II Development Concept document should be prepared which would set out, in a clearly illustrated manner, a proposed City position on the appropriate form of new Railway Lands development.

After consideration of the report which recommended this approach, ("Part II Plan for the Railway Lands: Progress Report III"), the Land Use Committee requested that such a Part II Development Concept be prepared, and that discussions with the Railways continue. At its meeting of April 18 and 22, 1983, City Council

endorsed the Committee's request. This report has been produced in response to that request and, consistent with the instructions of the Land Use Committee and Council, in consultation with CN Realty are Marathon Realty.

Although the report represents a synthesis of the conclusions reached in each of the five Part II background study areas, it does not recommend specific Part II Official Plan statements, Zoning By-law designations, or draft implementing agreements. Instead, the emphasis at this point has been placed on the appropriate nature and form of new Railway Lands development, and on the principles rather than the details of an implementation strategy.

It is hoped that this approach will facilitate necessary consultation with other levels of government and other agencies concerned with the future of the Railway Lands respecting a wide variety of matters, including schools and other social services and environmental standards and constraints. In addition, the existence of the Development Concept will help to clarify a number of transportation issues. These include the extent and impact of future improvements to Union Station and the GO and VIA platforms; the impact on the Railway Lands of the recently advanced provincial initiative GO-ALRT; the possibility of relocating the Gardiner Expressway; and the identification of the appropriate technology to meet TTC requirements in the Waterfront.

A final and critical reason for bringing forward a proposed Development Concept prior to a Part II Official Plan and Zoning By-law is the need for informed and focussed public discussion. Redevelopment of the Lands will have a profound and lasting effect on the City, the Metropolitan area, and on the region beyond the Metropolitan boundaries. It is therefore essential that the public have an opportunity to consider and to influence the nature and form that the development will take.

Section 1 of the report provides some background information on the Railway Lands, including (i) a brief history of their origin; (ii) a summary of major planning initiatives since the 1960's, when the possibility of redeveloping the Lands for non-railway uses began to receive serious attention; (iii) a description of the Lands as they are today, and (iv) a description of the context established by surrounding areas of the City.

Section 2 of the report presents the elements of the proposed Development Concept and is divided into sections which address (i) Streets and Blocks; (ii) Land Use; (iii) Open Space; and (iv) Railway Heritage.

Section 3 includes a description of the operational characteristics of the internal road system proposed for the Railway Lands, sets out the results of a transportation analysis

of the Development Concept in the context of the Central Area, and proposes a number of road and transit improvements.

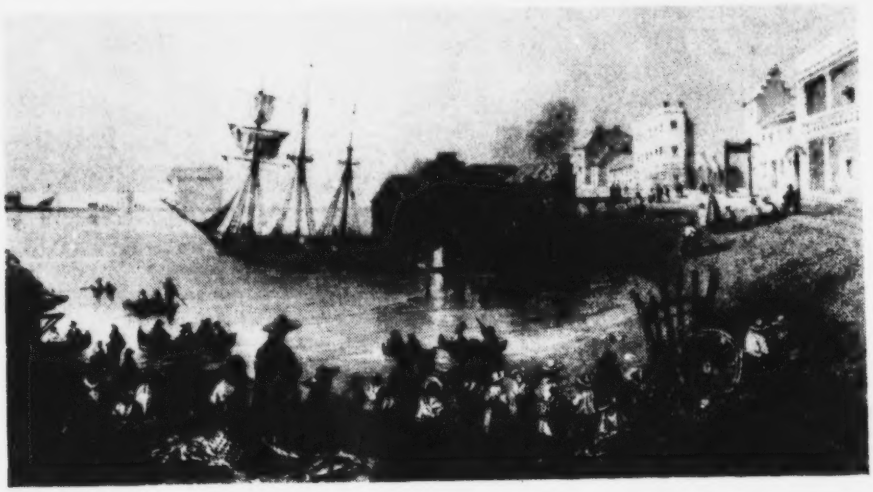
Section 4 identifies the components of an implementation study to realize the Development Concept. These include (i) a process for ensuring that the Part II Development Concept is adequately reviewed by the public and the appropriate agencies and interests; (ii) the development of practical strategy, including land exchanges and conveyances, for ensuring that the costs and benefits inherent in the Development Concept are equitably distributed to the various land owners; (iii) the application of planning controls; (iv) the development of an agreed upon phasing plan; and (v) the allocation of responsibilities for the provision of infrastructure and servicing. The implementation strategy is a complex element of the Development Concept and will be dealt with at this point in terms of general principles, with reporting on details to follow.

1. Background

1.1 Origins of the Lands

The Railway Lands occupy approximately 200 acres of land extending 2 kilometres (1 1/4 miles) from Bathurst Street in the west to Yonge Street in the east, and bounded on the north by Front Street and on the south by the Gardiner Expressway.

Although this large and inaccessible expanse of tracks and railway buildings has become a familiar part of Toronto's landscape, the Lands were not originally part of the City. Instead, like almost all of the Central Waterfront, they were created by extensive landfilling which began almost as soon as the Town of York was founded in 1793. These landfilling operations slowly but surely pushed the Lake further and further south, eliminating in the process the close relationship between the City centre and the waterfront which characterized the early period of the City's history. As a result, the embankment of the original shoreline of the City, just south of Front Street, is today almost half a mile from the water's edge.



Toronto
Shoreline
Circa 1827

Originally the land created by filling in the lake was granted to private interests. However, in the 1830's, City Council, concerned about the extent of commercial and industrial development on the waterfront, applied for the patent of the remaining water lots and adjacent land south of the former shoreline in order to ensure the development of a strip of land along the water's edge for a broad, tree-lined public promenade. After delays caused by difficulties in obtaining the co-operation of private owners, construction of The Esplanade began in 1854.

Less than two years later, however, the City granted the southern 40 feet of The Esplanade's 100 foot right-of-way to the Grand Trunk Railway. Although efforts were made to retain some of the waterfront for public use, development for railway, port and industrial facilities received increasing support, and by the end of the nineteenth century, the entire front of the City was occupied by railway, industrial and shipping uses.

The Esplanade 1854

The elevation of the original landfill south of the Front Street shoreline was approximately the same as the elevation of the Central Waterfront today, some 4.5 to 6 metres (15 to 20 feet) lower than Front Street. York Street bridged over the tracks constructed on this fill, but Bay and Yonge Streets made level crossings, creating a dangerous and inconvenient situation as the number of trains increased.

In the early part of the 20th century a series of improvements were undertaken which alleviated this situation, and also dramatically changed the topography of the landfill area south of Front Street. These included:

i) the relocation of CP freight lines to the north of the City and the construction of a freight bypass line (the CN High Line) south of the main track area;

ii) the construction of coach yards, coach repair and servicing facilities, including two roundhouses, in the area freed from extensive freight use;

iii) the construction of a new Union Station east of the old Union Station and facing the downtown at the same elevation as Front Street (the old Union Station, prior to the construction of a Front Street addition in 1895, had been located further south at the elevation of the waterfront and had been oriented toward the harbour); and

iv) the elimination of all level crossings through the grade separation of all north-south streets from the railway tracks.

The CN Yards and roundhouse, located west of John Street, were constructed at the elevation of the landfill existing at the time, and both Bathurst Street and Spadina Avenue were carried over the tracks on bridges. However, east of John Street, the CP Yards and roundhouse were constructed on some 4.5 to 6 metres (15 to 20 feet) of additional fill, placed on top of existing tracks, in order to bring the new tracks up to the level of the new Union Station. Raising the tracks also permitted the construction of road subways so that York, Bay and Yonge Streets could pass under the tracks. (As discussed in Section 2.2 of this report, the differences in the elevations of the north-south streets and the adjacent land areas resulting from these decisions pose particularly challenging site planning problems today.)

At the same time as they undertook the massive landfilling operation required to accommodate these improvements, the Toronto Harbour Commissioners also created additional landfill further south for port and industrial uses, and beginning in the 1930's, substantial public investments were made in roads located on this new land. Lakeshore Boulevard was widened and upgraded, and in the 1960's the Gardiner Expressway was constructed as part of a planned Metropolitan expressway network.

The creation of the Railway Lands, and in particular the improvements carried out in the first half of this century, were highly successful from a transportation point of view, and permitted the efficient integration of rail, road and shipping facilities into a transportation network which has contributed to the growth and development of the City and the region.

However, from the point of view of redevelopment for non-railway uses, these endeavours also created obstacles which must be overcome if the Railway Lands are to be successfully integrated

into the existing fabric of the City. The need to satisfactorily deal with these obstacles has shaped the formulation of the City's "Goals and Objectives" for the Railway Lands, and ultimately the redevelopment of the Lands will be judged by how successfully they are overcome. It is useful, then, to conclude by identifying these obstacles.

i) the separation of the most historic and densely developed portion of the City from the waterfront by some 200 acres of largely unserviced and inaccessible landfill, almost exclusively devoted to transportation purposes;

ii) the creation of two major barriers - the rail corridor to the north and the Gardiner/Lakeshore road corridor to the south - permitting only limited opportunities for new points of access from the City to the Waterfront;

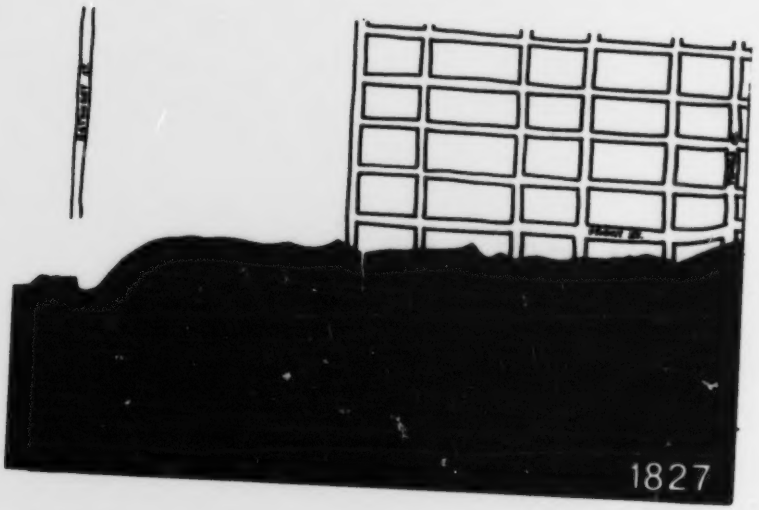
iii) environmental constraints on new development resulting from the presence of the barriers, and from the unpredictable quality of the landfill used to create the Lands;

iv) the absence of any internal road system, and the limited number of north-south streets (Bathurst, Spadina, York, Bay and Yonge) which traverse the Lands;

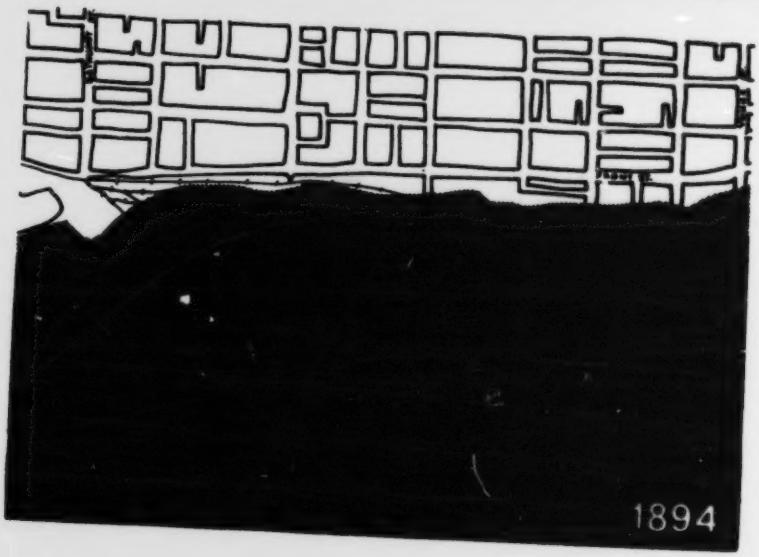
v) the difference, resulting from the construction of grade separations during the 1920's, between the elevation of the existing landfill and the elevations of the existing north-south streets; and

vi) fairly dramatic changes in grade from north to south (from Front Street to Lakeshore Boulevard and the Bayfront area of the Central Waterfront); and from east to west (from the main rail corridor south of Union and the CP Yards, to the CN Yards west of John Street).

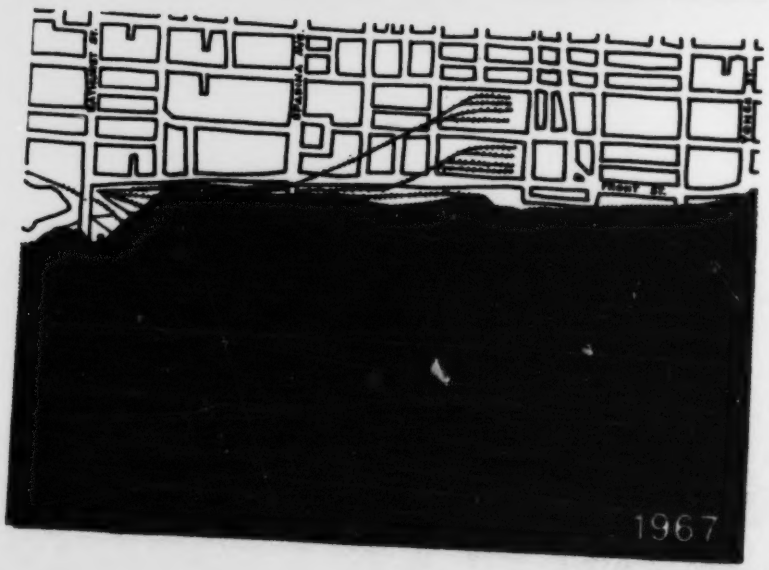
Toronto waterfront, 1876 (Spadina Avenue at left)



Toronto
Shoreline
in 1827



Shoreline
in 1894
Shaded area
represents
The Landfill



Toronto
Shoreline
as it
exists today.

1.2 Planning for Redevelopment: 1960's to the Present

Despite the emphasis placed on accommodating the needs of transportation and industry, the process of expanding the City southward by landfilling has been accompanied by a recognition of the potential of the waterfront as a public resource. In fact, the first comprehensive planned landfilling undertaken by the City was initially for the purpose of creating a public Esplanade along the water's edge. Later, even after the railways, industry and shipping had become dominant land users, the Toronto Harbour Commissioners' 1912 Waterfront Plan included a proposal to create a continuous band of park, parkway and protected inland waterway across the entire lakefront.

With the opening of the St. Lawrence Seaway in 1959, and the subsequent reorganization ofToronto's harbourfacilities to the east, public attention focussed once more on the potential of Toronto's Central Waterfront. This time the emphasis was on redevelopment as a means of enhancing the waterfront as a public resource.

The first public proposal to use new development to reunite the City and the Waterfront by building over the railway tracks was presented in the 1962 City of Toronto Planning Board report entitled The Core of the Central Waterfront. This report featured a new multi-modal transportation terminal to be built on a podium over the railway tracks south of Union Station, and was to include a heliport, and air and bus terminals to be integrated with the existing railway terminal and the subway. The development was also to contain a series of plazas and pedestrian links across the Gardiner Expressway, Harbour Street and Queens Quay, so that pedestrians could descend from Union Plaza, to be constructed on top of the rail corridor just east of the proposed transportation terminal and Union Station, to a Marine Park located south of Queens Quay on the site of what is now the Harbour Square Development. The Core of the Central Waterfront plan was incorporated in the 1963 Plan for Downtown Toronto, which was approved by City Council in 1965.

The two concepts which characterized the City's planning studies for the Railway Lands during the early 60's - the construction of a major new multi-modal transportation terminal and the use of development over the rail corridor as a means of linking the downtown core with the waterfront - were dramatically expanded when, in 1968, the two railways, Canadian National and Canadian Pacific, released a study prepared by Community Development Associates and entitled The Metro Centre Development Plan and Program: A Study for the Development of Canadian National and Canadian Pacific Railways Lands in Central Toronto.

The original Metro Centre Proposal was based on the assumption that CN and CP's main rail yards could be phased out of the downtown area. Its main elements were:

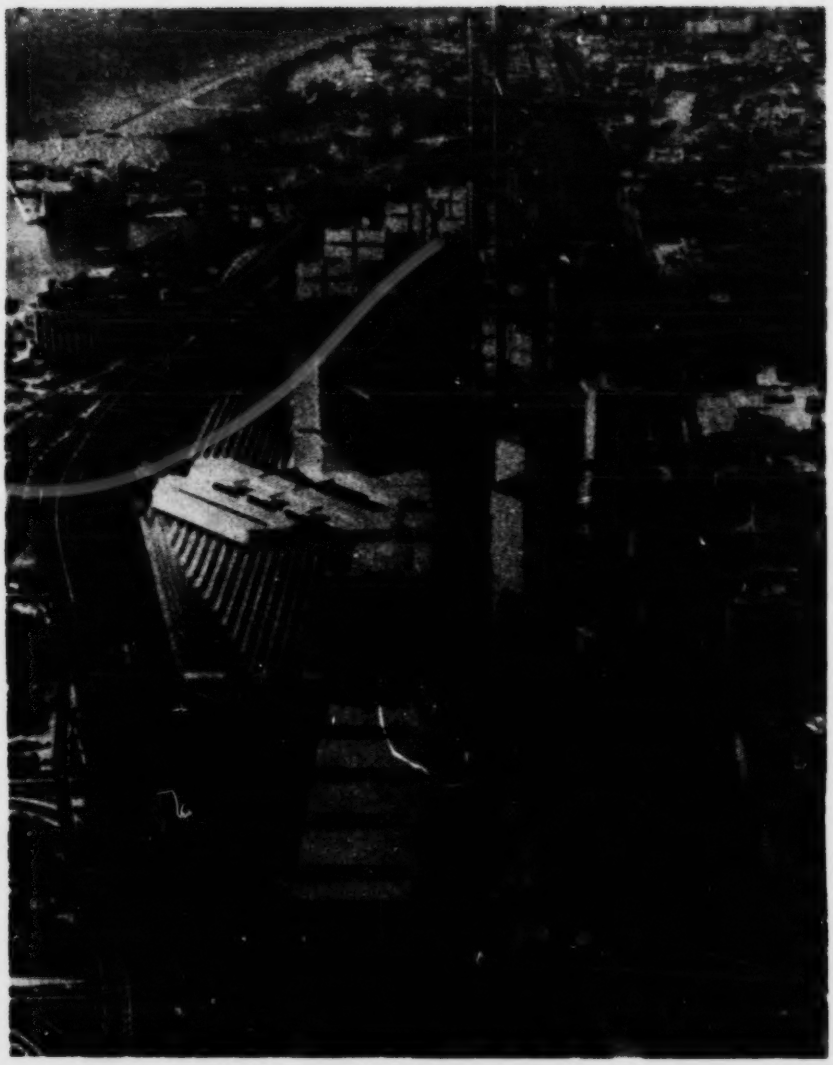
i) the creation of a consolidated transportation corridor by the southward relocation of the main rail corridor to parallel the northern edge of the Gardiner Expressway;

ii) the demolition of Union Station and the construction of a major new multi-modal transportation terminal south of the Union Station site and north of the consolidated transportation corridor; and

iii) the division of the Lands into four distinct functional areas - a Transportation Centre, including a new multi-modal transportation terminal to be located between Yonge and Simcoe Streets north of the Gardiner Expressway; a Commercial Complex extending from Front Street to the proposed Transportation Centre between Simcoe and Yonge Streets; a Communications Area between John and Simcoe extending north to King Street from the proposed westward extension of The Esplanade; and a Residential Area extending from Bathurst to John and Simcoe Streets, south of Front Street.

The Metro Centre Proposal was planned as a three-dimensional mega-structure and, as such, proposed to reunite the City and the Waterfront through an elaborate series of separate pedestrian and vehicular links, rather than through the extension of the existing City fabric of streets and blocks into the Railway Lands. This approach was consistent with the proposal to demolish Union Station and to, in effect, push pedestrian activity south at the same elevation as Front Street, while concentrating vehicular and service access at the lower elevations of York, Bay and Yonge Streets.

Comprehensive planning studies were undertaken by the City in 1969, and in 1971 a set of Official Plan statements necessary to permit a somewhat modified version of the Metro Centre proposal was adopted by City Council. In 1972 the Ontario Municipal Board approved the Metro Centre Part II Plan, as further modified by the Board to reflect its concerns respecting transportation, an appropriate housing mix, and the provision of adequate schools and parks.

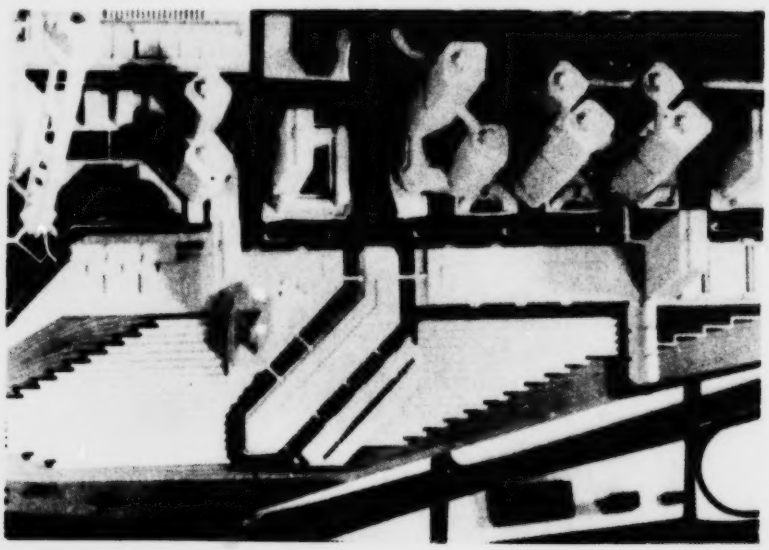


View of Metro Centre proposal from the east (Transportation Centre shown at left)

Following the OMB approval there was a period of public debate and discussion which focussed on the nature and content of the agreements required to implement the Part II Plan. During this period, the public criticism which had been directed at the Metro Centre Proposal prior to and during the OMB hearing rapidly accelerated, and the proposed demolition of Union Station became a major focus of public concern.

Although City Council and Metro Developments Ltd. had previously agreed to save and investigate alternate uses for the Great Hall of the station, it was now argued that the entire station should be retained as a transportation terminal. In July 1974, a consultant's report, "The Union Station Study", concluded that there were development concepts which included the retention of Union Station as a transportation terminal which were superior to the Metro Centre Concept.

Later in 1974, the Metro Centre Working Group, which had been established by Council in 1973 to formulate guidelines for new City criteria for a Metro Centre development plan, brought forward two reports. The first recommended the retention of Union Station as the main transportation terminal and was adopted by City Council in September 1974. The second report, which recommended a series of principles to guide any development in the Metro Centre Lands, was adopted, together with an Action Program for Metro Centre by Mayor Crombie, in November 1974. However, in December of that year, partly as the result of strong public criticism, but also because the railways had begun to question the project's financial feasibility, the president of CN Rail announced that the Metro Centre Development proposal had been shelved.



Metro Centre Commercial Complex at Front Street and University Avenue

The decision to shelve the Metro Centre Development marked the beginning of a new phase in planning for the Railway Lands which focussed on the need to (i) ensure that necessary transportation improvements, including those required for the expansion of the GO commuter service planned by the Province would proceed expeditiously without jeopardizing longer term land use objectives for the Railway Lands; and (ii) develop a new Part II Plan consistent with the new planning policies for the City's Central Area.

A Toronto Transportation Terminal Task Force was established in 1975, and brought forward a report which concluded that it was feasible and advisable to repair and renovate Union Station rather than to construct a new transportation terminal. The report also recommended that the rail corridor should remain in the existing northerly alignment, but that it should be subject to a major upgrading.

At the inter-ministerial meeting held on May 27, 1975 to discuss the Task Force Report, two committees were established, the Implementation Committee, charged with designing and implementing the necessary improvements to Union Station and the rail corridor, and the Land Use Committee, which was responsible for examining the land use implications of these transportation improvements.

In 1976 the Implementation Committee published a Master Plan Report and supporting Technical Report dealing with transportation improvements. The main elements of the Master Plan were:

i) The construction of a Bathurst Grade Separation to eliminate conflicts between GO and freight traffic, and the related track and signal improvements;

ii) The realignment of the existing rail corridor along the CN right-of-way between Bathurst and Dufferin; and

iii) improvements to the interior of Union Station and the train shed and the allocation of additional station tracks and platforms to accommodate increased GO carrying capacity.

The extent of the proposed improvements to Union Station were reduced after the Federal Government announced in 1977 that its funding would be considerably less than anticipated. However, with this modification, the 1976 Master Plan has guided improvements to the rail corridor and Union Station, and today the Bathurst Grade Separation and approach track are virtually complete. In response to concerns raised by the Land Use Committee to the 1976 Master Plan, a study prepared by CN concluded that the CN High Line Tracks could be relocated into the main rail corridor and allowance for this relocation was included in the rail corridor improvements.

In terms of the second major concern following the shelving of the Metro Centre proposal, i.e. the need to develop a new Part II Plan for the Railway Lands, a land use policy framework has been established in the City's Part I Official Plan and in the 1978 "Goals and Objectives" for the Railway Lands.

The general policy context established by Official Plan policies for the Central Area include limitations on the quantity of office development in the Central Core, and an emphasis on mixed use

development and housing, including substantial amounts of housing suitable for low to moderate income households; high standards of urban design and public amenity; the retention and reuse of historic structures; and the provision of additional parkland and public open spaces, particularly in the Central Core. The specific Official Plan provisions for the Railway Lands are included in their entirety in Appendix 1 to this report. These provisions will be examined in greater detail in Section 2.3 of this report.

The four main goals of the 1978 "Goals and Objectives", which are included in their entirety in Appendix 2, are (i) the development of the Railway Lands to reunite the Central City and its Waterfront; (ii) the accommodation on the Lands of a broad range of urban uses while ensuring effective transportation operations; (iii) the achievement of a development pattern which is street-oriented, but which recognizes the specific physical conditions of the lands; and (iv) the implementation of development in accordance with the Part II Plan.

The specific objectives proposed to implement these four goals include two important objectives which do not appear in the Part I Official Plan: (i) the development of a major central park linking the downtown with Harbourfront and the Lake; and (ii) the provision in "strategic locations" of secondary office and other commercial uses in addition to the major office concentration proposed to be located south of the existing Financial District.

Following approval of the "Goals and Objectives" in 1978, the major planning efforts of the City in the waterfront area have been directed toward the development and approval of a Part II Plan for Harbourfront, and the preparation of Part I Official Plan amendments for the remainder of the Central Waterfront. Since early 1982, however, work on a Railway Lands Part II has accelerated, and since March of that year four background reports have been prepared and submitted to the Planning Board, the Land Use Committee and Council. In the third progress report, dated March 2, 1983, the preparation of a "Part II Development Concept" was proposed as a means of synthesizing background work on the Part II Plan, and in order to provide a comprehensible and concrete basis for the Part II Plan and implementing Zoning Bylaws and legal agreements. As previously noted, this report responds to the Land Use Committee's and City Council's request that such a Development Concept be prepared in consultation with Marathon Realty and CN Realty. Other land owners within the Railway Lands, including Canada Post, have also been consulted.

1.3 The Railway Lands Today

1.3.1 Existing Uses

Map 1 identifies existing uses and structures in the Railway Lands. As this map indicates, the main rail corridor runs along the northern edge of the Lands south of Front Street and into Union Station, the major transportation terminal for the Toronto area. The rail corridor is used for main line passenger operations, including both the VIA intercity service and the GO regional commuter service. (VIA Rail was created as a Crown Corporation by the Federal Government in 1978 to operate the passenger services of both CN and CP Rail.) VIA and GO are the major users of Union Station. The CN Spadina Yard, between Spadina and Bathurst, has been retained by VIA to service its coaches and locomotives. GO transit trains are serviced in a new yard constructed in part of the CN Mimico yard.

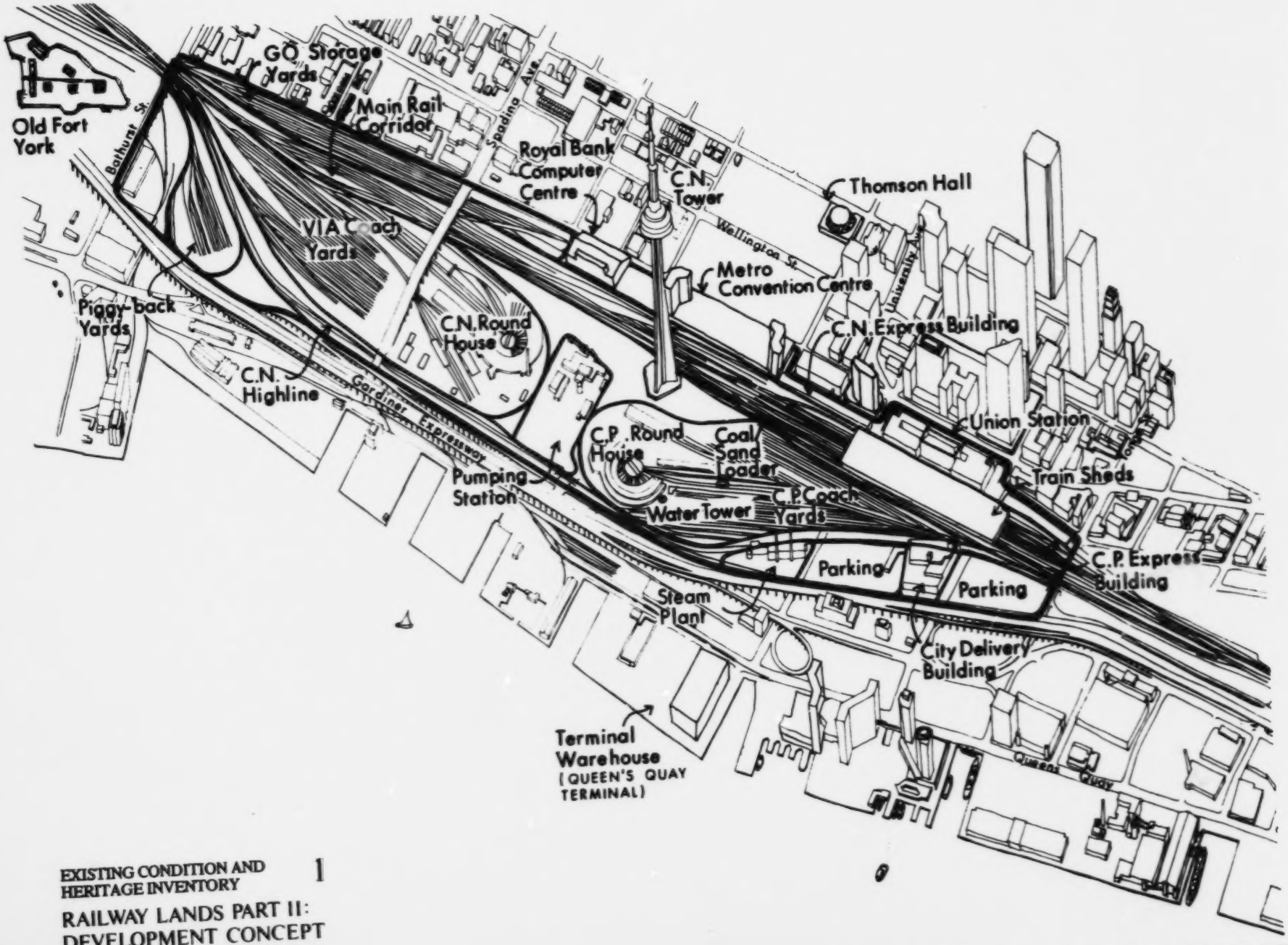
Immediately north of the Gardiner Expressway/Lakeshore Boulevard road corridor are the two tracks of the CN High Line, a freight by-pass which is also used for the assembly of long freight trains.

Between the main rail corridor and Front Street west of Spadina are the GO storage yards. This site is the subject of a 99 year lease from CN to the Toronto Area Transit Operating Authority (TATOA), which operates the GO commuter service. Although CN retains air rights over these yards, the configuration of the tracks makes development of the site virtually impossible unless the yards are relocated, or new technology is introduced which requires fewer storage tracks.

The area west of John Street and south of the main rail corridor contains the CN Roundhouse and repair shops (east of Spadina) and the VIA Coach Yards and Fleet Street freight yards (west of Spadina). The area east of John Street and south of the main rail corridor contains the CP Roundhouse, and its equipment and service yards.

The TTR Steam Heat Plant is located immediately west of York Street and north of Lakeshore Boulevard. Immediately east of Bay Street and north of Lakeshore Boulevard is the Terminal A Postal building, also known as the City Delivery Building, which is owned by Canada Post.

In the centre of the Lands is the John Street Pumping Station, owned and operated by Metropolitan Toronto. This station pumps water from the filtration plant on Centre Island and the Harris Filtration Plant in the Eastern Beaches to various reservoirs throughout Metropolitan Toronto. An extensive network of pipes feeds into the pumping station from the south and spreads out again to the north.



EXISTING CONDITION AND HERITAGE INVENTORY 1

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.

Immediately south-east of Union Station, and south of the historic Customs House, which is outside the Railway Lands, is the CP Express Building. This three storey structure contains an express train shed and three tracks.

Immediately southwest of Union Station is the CN Express Building, a four storey structure now used for CN's offices. To the north are the CN/CP Telecommunications Building and the office building recently constructed by Marathon Realty, University Place, both of which are outside the boundaries of the Railway Lands.

To the west of the CN/CP Telecommunications building is the new Convention Centre, now under construction. The Convention Centre is within the boundaries of the Railway Lands, but is located on a site owned by CN and designated by the Part I Official Plan as suitable for development prior to the completion of a Part II Plan for the Railway Lands.

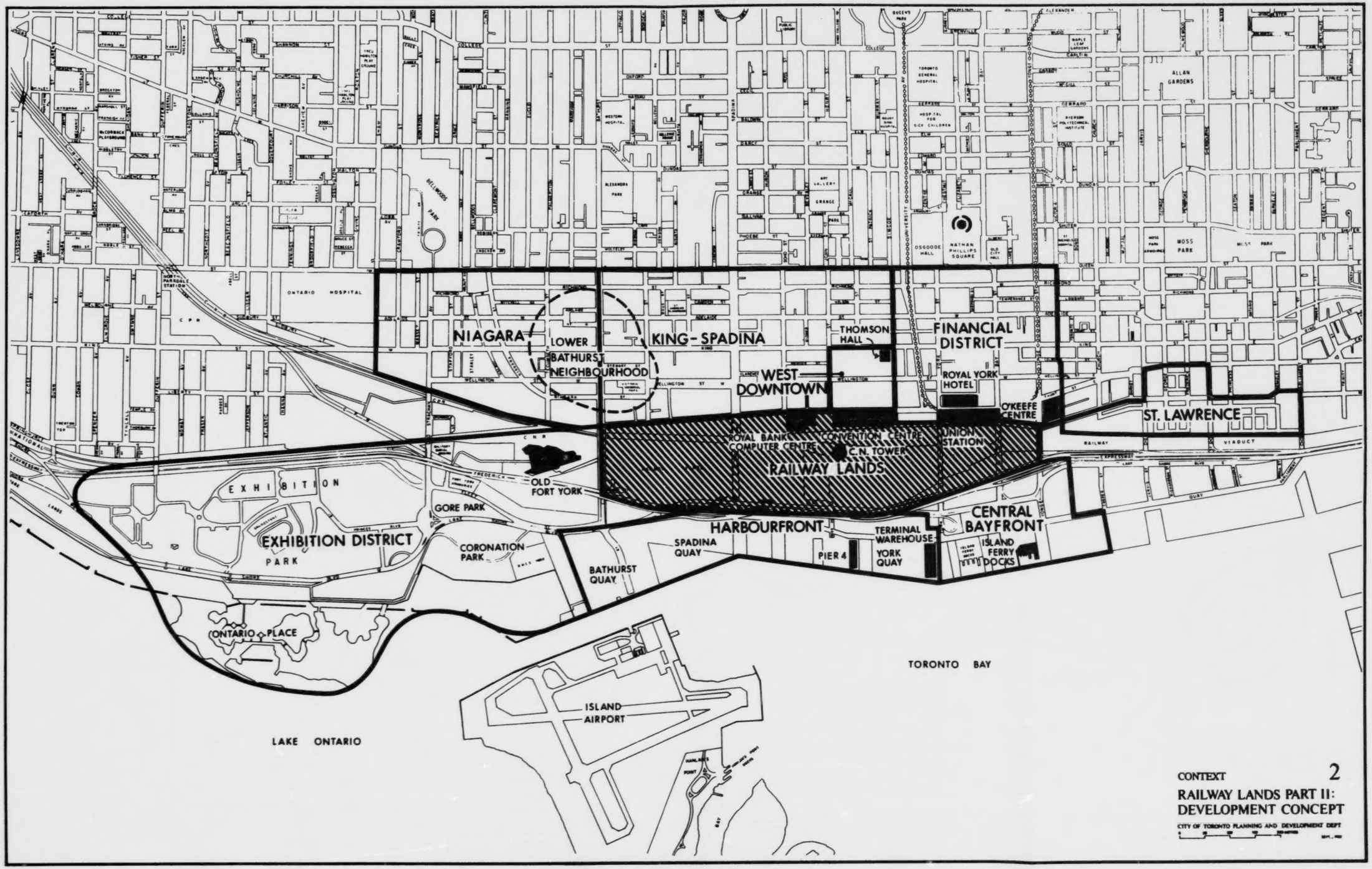
West of the Convention Centre and also within the boundaries of the Railway Lands is the Royal Bank Computer Centre. Phase I of this development is now completed, and an office component will be commenced in the near future. The site of this development is not one designated for development prior to the Part II, but was considered to be an industrial use permitted under the interim industrial zoning given to the Railway Lands.

At present two buildings in the Railway Lands have been listed by the Toronto Historical Board. Union Station is listed as having architectural, contextual and historic value; and the City Delivery Building (Postal Station 'A'), one of the very few Art Deco buildings in the City, is listed as having significant architectural value.

The Toronto Historical Board has also indicated its interest in certain railway structures which it considers to have significant historical value: the CP Roundhouse, water tower and coal/sand loader. These structures are discussed in Section 2.5 of this report, which examines the issue of Railway Heritage and its role in the redevelopment of the Lands for non-railway purposes.

1.3.2 Planning Context

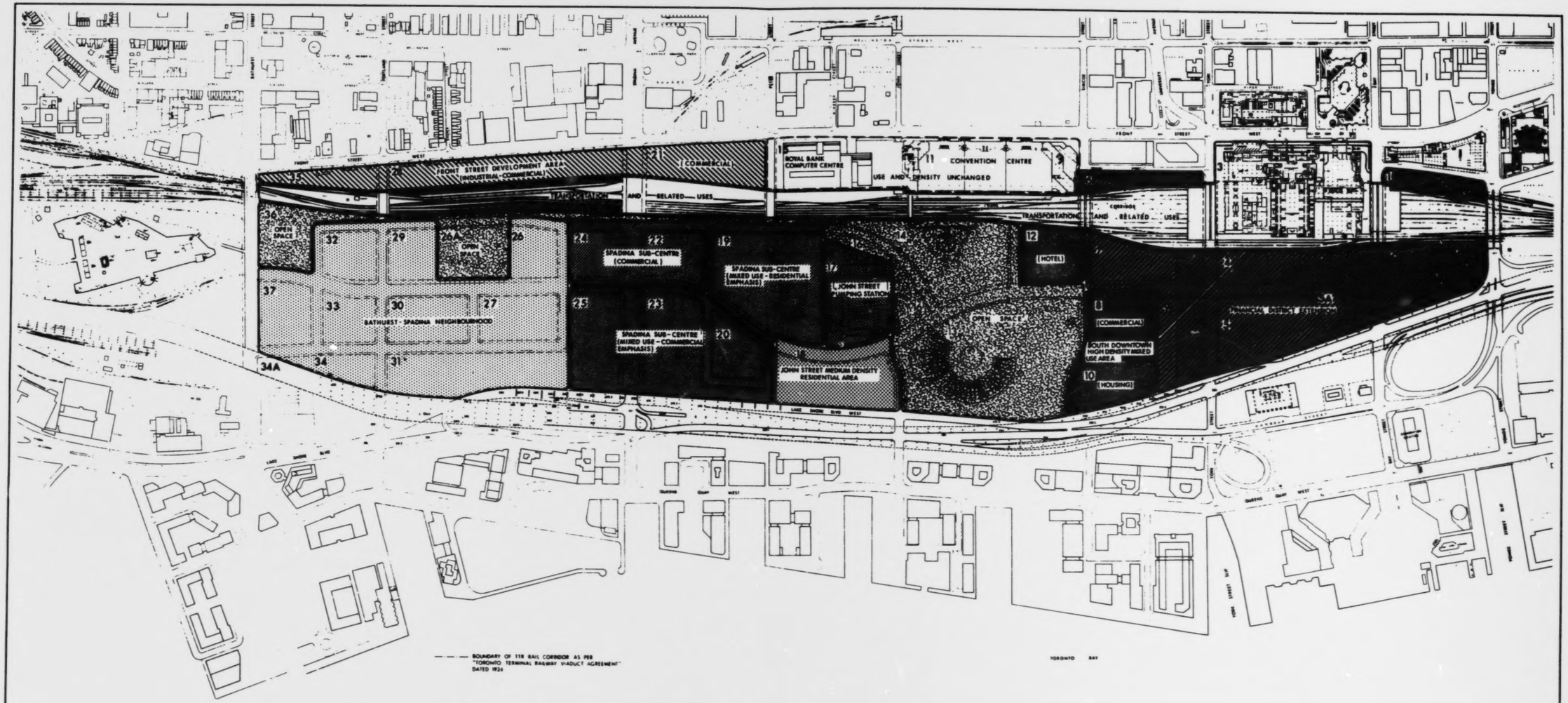
The Railway Lands exist in a context established by the form and nature of adjacent districts of the City. The characteristics of these districts, as well as the City's planning objectives for their future development, have been taken into account in the formulation of the Part II Development Concept. They are summarized below, and are shown graphically on Map 2.



CONTEXT 2

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.


FRONT STREET DEVELOPMENT AREA (INDUSTRIAL-COMMERCIAL)
(COMMERCIAL)
ROYAL BANK COMPUTER CENTRE
CONVENTION CENTRE
USE AND DENSITY UNCHANGED
TRANSPORTATION AND RELATED USES
OPEN SPACE
BATHURST - SPADINA NEIGHBOURHOOD
SPADINA SUB-CENTRE (COMMERCIAL)
SPADINA SUB-CENTRE (MIXED USE - RESIDENTIAL EMPHASIS)
SPADINA SUB-CENTRE (MIXED USE - COMMERCIAL EMPHASIS)
JOHN STREET PUMPING STATION
JOHN STREET MEDIUM DENSITY RESIDENTIAL AREA
(HOTEL)
(COMMERCIAL)
SOUTH DOWNTOWN HIGH DENSITY MIXED USE AREA
(HOUSING)
BOUNDARY OF TTR RAIL CORRIDOR AS PER "TORONTO TERMINAL RAILWAY VIADUCT AGREEMENT" DATED 1926
TORONTO BAY

LAND USE PLAN 4

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.

St. Lawrence

Immediately to the east of the Railway Lands is the St. Lawrence Neighbourhood Development, a primarily residential, moderate scale development which includes a substantial amount of co-operative and Cityhome (City of Toronto Non-profit Housing Corporation) housing. The portion of the St. Lawrence development immediately adjacent to the Railway Lands, on the triangular block between Yonge and Church Streets and south of the Esplanade, is a High Density Mixed Commercial-Residential Area.

Financial District

Immediately to the north of Union Station and bounded by Simcoe, Queen, Victoria and Front Streets, is the Financial District, the most densely developed office district in the City. In addition to its function as the financial centre for the Toronto region, the Financial District includes substantial retail and entertainment uses, and is a major tourist attraction.

The intersection of Bay and King Streets is the traditional centre of the Financial District and the focus for prominent developments by three of Canada's major chartered banks - The Bank of Montreal (First Canadian Place), the Canadian Imperial Bank of Commerce (Commerce Court); and the Toronto Dominion Bank (The Toronto Dominion Centre). To the south, on the west side of Bay Street between Wellington and Front, are the two towers of the Royal Bank development. The Bank of Nova Scotia plans to construct a major development and bank tower at the north-east corner of Bay and King.

Recent developments, including the new Stock Exchange tower at the south-east corner of York and Adelaide Streets, and the Sun Life development to the west, between York Street and University Avenue, indicate the increasing prominence of the western portion of the Financial District, and a related growth in the significance of York Street as a major commercial address.

At eight times the area of the lot, the non-residential densities in the Financial District are the highest permitted in the City. Office uses predominate and there is virutally no residential development, although it is permitted without reducing the maximum non-residential development potential.

West Downtown

West of the Financial District and north of the new Metropolitan Convention Centre is the West Downtown High Density Mixed Commercial-Residential Area. This district now includes the new Roy Thomson Hall and new high density commercial, institutional and residential developments planned for the future. Compared to the Financial District, this area is a secondary office location,

and the maximum permitted non-residential density is 4.5 times the area of the lot, about half the maximum permitted in the Financial District. Residential development is permitted above the 4.5 non-residential maximum, up to a maximum overall mixed use density of approximately 7.8 times the area of the lot.

The presence of Roy Thomson Hall; the possible development of new CBC Headquarters on the block to the south, between Wellington and Front; the new Convention Centre; and the CN Tower, which is both a communications facility and a major tourist attraction, suggest that the West Downtown differs from the Financial District not only in terms of the scale of commercial development, but also in terms of the nature of this development.

A major planning objective for the West Downtown has been the creation of major open spaces. For example, the development of the remainder of the block containing Thomson Hall will include close to an acre and a half of public parkland. The Metropolitan Convention Centre and Royal Bank Computer Centre developments will also include a major public open space link to the CN Tower area. As the block between the Convention Centre and the Roy Thomson Hall block is planned, a major objective should be the creation of public open space to complement the substantial park to the north and the major open space link to the south.

King-Spadina

The King-Spadina district, which is part of the western half of the City's Central Industrial District, is located north of Front Street generally between Bathurst and John Streets. This district contains a mix of light industrial and warehouse uses, as well as some commercial and residential uses, where these are appropriate. Major retail areas are located along Queen Street West and King Street West, close to the West Downtown.

The City's primary objective for the Central Industrial District is to retain the existing industrial base and to encourage its expansion where this is desirable. In the eastern portion of the King-Spadina area, commercial uses are permitted as an incentive for the realization of these objectives.

The King-Spadina and Niagara Planning districts contain areas designated for a mix of industrial and residential uses. In general, new residential development is being permitted in these areas, shown on Map 2 as the Lower Bathurst Neghbourhood, as part of an effort to strengthen existing residential areas located generally between Draper and Niagara Streets.

The portion of Front Street between John and Bathurst Streets, which separates the King-Spadina district from the Railway Lands, is a critical element in the planning context for new Railway Lands development. The two major developments on this portion of

Front Street - the Royal Bank Computer Centre on the south side, east of Spadina, and the Globe and Mail on the north side, west of Spadina - are consistent with the kinds of industrial-commercial uses contemplated for much of the King-Spadina district. Similar industrial-commercial uses would also be appropriate on the south side of Front within the Railway Lands. However, it is also important to ensure that new development on the south side of Front at Spadina link commercial development in the Spadina commercial sub-centre to the south with the City to the north, and that a strong incentive is provided for the relocation of the GO storage yards west of Spadina Avenue.

Exhibition District

To the west of the Railway Lands is the Exhibition District, which includes Old Fort York, immediately across Bathurst Street; the small industrial area at the foot of Bathurst Street; Ontario Place and the parkland adjacent to it, including Coronation Park; and Exhibition Place.

The major change planned for the Exhibition District is the proposed redevelopment of Exhibition Place. The primary impact this proposed redevelopment will have on the Railway Lands is related to transportation, specifically the need to provide adequate transit access in a way which links new Exhibition Place development to the existing transit network.

Development of the Railway Lands also provides an opportunity to improve access to Old Fort York, and to ensure its integration with the new development by linking it to new park space in the Railway Lands east of Batnurst Street.

Harbourfront

The Harbourfront Lands extend from Stadium Road in the west to York Street in the east, south of the Railway Lands and the Gardiner/Lakeshore Corridor.

In general the Harbourfront Development will contain a mix of residential, commercial and recreational uses, including Harbourfront programming activities. High density commercial and residential uses are to be concentrated in the eastern portion of the development, with a gradual decrease in density and scale and an increasing emphasis on residential uses as one moves east. Major parks at the eastern and western ends of the site will be linked by a continuous water's edge promenade and a series of smaller public open spaces.

Plans for the Harbourfront development have taken into account the need to establish links with new Railway Lands development and to provide view corridors from the north to the Lake. In particular, the Harbourfront development will include extensions of Simcoe,

Spadina and Portland Streets into the Harbourfront Lands and the creation of a public open space area around the slip at the foot of John Street. This open space will link into a major park in the Railway Lands, the open space corridor to be provided in conjunction with the Convention Centre and Royal Bank Computer Centre developments, and the parkland to be created in the West Downtown. The development will include a substantial amount of non-profit and co-operative housing, particularly on Bathurst Quay, which will also contain a major component of family housing.

Central Bayfront

The Central Bayfront abuts the Railway Lands south of Lakeshore Boulevard between York and Yonge Streets. At present the location of the high density Harbour Square condominiums and Harbour Castle Hilton Hotel, this area is currently under study for future mixed use development. Once decisions have been made to reorganize the ramping system of the Gardiner Expressway in order to free up prime development parcels, the Central Bayfront is expected to develop in a way that will add year round vitality to the area. In addition, the pedestrian connections to the Central Bayfront through the Railway Lands are vital links in promoting public use and enjoyment of Toronto's waterfront.

PROPOSED PART II
DEVELOPMENT CONCEPT

2. Proposed Part II Development Concept

2.1 General Approach

The Part II Development Concept for the Railway Lands put forward in this report was developed in the context of both the policy framework established by the City's Part I Official Plan and the "Goals and Objectives", and the physical characteristics of the Railway Lands, as determined by their historical evolution, their existing use, and their location in relation to the surrounding urban form and the regional transportation system.

In order to ensure that both physical site planning and land use policy concerns would be dealt with in an integrated and practical manner, the initial planning task was defined as the development of a Streets and Blocks Plan, based on the site planning principles embodied in the "Goals and Objectives", which would provide a consistent and concrete framework for more detailed work in each of the five Part II study areas: Access, Development Prospects, Parks and Open Space, Railway Heritage, and Servicing and Infrastructure.

In particular, the Streets and Blocks Plan was used as a base for the development of a Land Use Plan and a Parks and Open Space Plan. These three Plans taken together constitute the main elements of the Development Concept, and each is examined in the sections which follow, beginning with the Streets and Blocks Plan, which functions as the major structuring element for the Part II Development Concept.

The discussion of the proposed Streets and Blocks Plan is divided into three parts. The first part describes the principles and objectives on which it is based; the second part examines the assumptions and constraints which were taken into account in its development; and the third part includes a description of the main elements of the Streets and Blocks Plan.

It should be noted that the operational characteristics of the internal road system on which the Streets and Blocks Plan is based, the transit facilities proposed for the Lands and the integration of the internal road and transit networks into the regional transportation system are not dealt with in the following discussion of the Streets and Blocks Plan. These matters are examined in Section 3 of this report.

2.2 Proposed Streets and Blocks Plan

2.2.1 Principles and Objectives

As noted in the May 31, 1983 report "Railway Lands - Road Concept Plan", the Streets and Blocks Plan was based on three main principles, and a series of related and more specific objectives.

Main Principles for Streets and Blocks Plan

1. The design of streets and blocks should take into account the full range of urban functions provided by City streets, including the provision of workable facilities for traffic, transit and servicing, the creation of reasonable building parcels, and the definition of a network of public open spaces for pedestrians.

2. The space within the public rights-of-way should be sufficient to successfully integrate, as far as possible, its use by traffic, transit, and pedestrians, as is the case in existing downtown streets.

3. Successful integration with surrounding areas requires that existing and proposed streets within the Railway Lands be extended beyond the boundaries of the Lands in a way which encourages ease of movement, opens up views and gives a sense of strong spatial continuity, particularly from north to south.

Specific Objectives

- the provision of reasonably sized blocks with suitable street frontage and service access;

- the continuation of the grid-like pattern of the Central Area in a way which is visually and operationally compatible with the network of streets in surrounding areas;

- the maximum use of points of access into the Railway Lands from adjacent roads, wherever possible;

- the development of a street pattern which will serve a range of development options over an extended period of time;

- the development of new north-south connections, where possible, between the Central Area and the Waterfront;

- the design of the road elevations with an absolute minimum elevation of 76.8 m (252.0 ft.), to maintain a sufficient height above the water table; and

- the creation of a standard road pattern which avoids unusual street designs, where possible, such as grade-separated intersections and cul-de-sacs.

2.2.2 Assumptions and Constraints

In developing a Streets and Blocks Plan in accordance with the principles and objectives set out above, a number of physical constraints had to be taken into account. These are related to

the location of Union Station and the existing rail corridor, and to the limitations on access to the Lands.

Union Station and the Main Rail Corridor

In accordance with the existing Part I Plan, Union Station will be retained as a transportation terminal. In addition, it has been established that the main rail corridor will remain in its present location to the north of the Lands, and that the two tracks of the CN High Line can be relocated to this corridor from their present location just north of the Gardiner Expressway.

Although the possibility of depressing and/or building over the rail corridor has been examined in the past, neither is considered feasible today. Depressing the corridor, which would require the reconstruction of one track at a time, is considered prohibitively expensive by the two railways, and would involve a protracted disruption of both rail and road traffic. Moreover, given the dense pattern of tracks in the corridor, it is not possible to build substantial structures over the existing corridor without moving tracks in order to accommodate supporting columns.

The width of the corridor shown on the Streets and Blocks Plan is that established by the Toronto Viaduct Agreement of 1924, widened to accommodate additional tracks south of Union Station as recommended in the Implementation Committee's 1976 Master Plan for improvements to Union Station and the rail corridor. The agreement to widen the corridor was signed in 1977, and the resulting width is sufficient to accommodate the two tracks of the CN High Line.

Although GO-transit, GO-ALRT and VIA Rail are currently examining their future requirements, and in the process have raised the possibility of further widening the rail corridor south of Union Station, no definite proposals have been brought forward. Consequently, the Streets and Blocks Plan is based on the assumption that no further widening of the corridor will be required. Because the location, elevation and width of the rail corridor constitute fundamental constraints, all of which influenced the design of the Streets and Blocks Plan, any significant change to these rail corridor characteristics would have an impact on the proposed Streets and Blocks Plan.

Limitations On Access to the Railway Lands

A second set of constraints is related to the limited opportunities for access to the Lands from surrounding arterials. First, some of these surrounding arterial roads, such as Lakeshore Boulevard, Spadina Avenue and York Street, already carry heavy traffic volumes at near capacity levels of service. Consequently, intersections with these roads must be spaced sufficiently far

apart to ensure that traffic queues for any given intersection will not block other intersections.

Second, changes in grade from both north to south and east to west, together with the clearance required to extend streets over or under the rail corridor, have limited the number of links possible from Front Street south into the Lands. Third, existing and committed developments, including the Convention Centre, now under construction, the Royal Bank Computer Centre and Harbourfront, have established certain access points and precluded others. Finally, the ramps of the Lakeshore/Gardiner road corridor provide only a limited number of openings where headroom and traffic movements allow a north-south crossing from north of the Lakeshore Boulevard to Queens Quay.

2.2.3 Description of the Proposed Streets and Blocks Plan

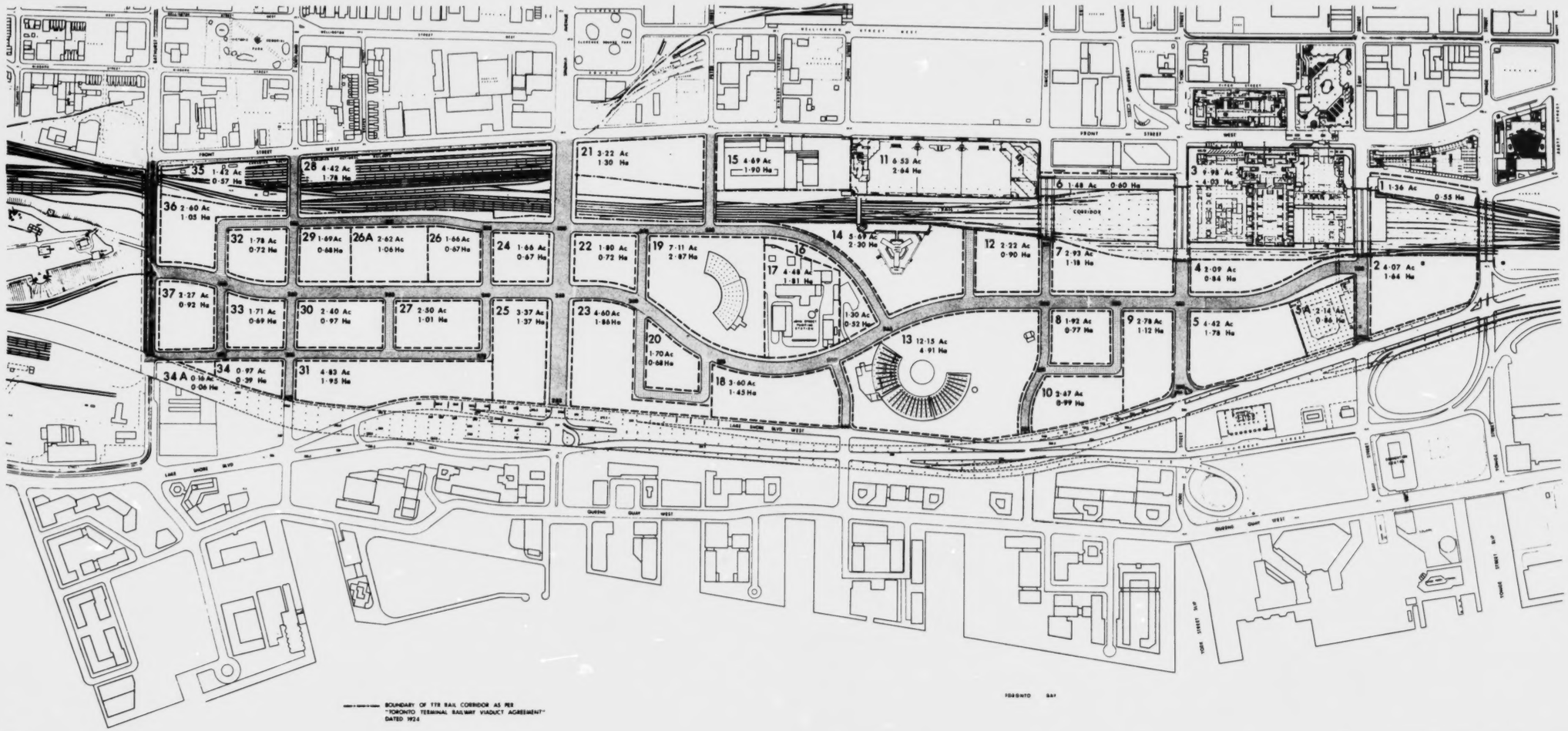
The proposed Streets and Blocks Plan is shown on Map 3. This plan indicates the net areas of all blocks, and distinguishes between major streets whose locations are fixed, and secondary service streets, whose specific locations and dimensions will be determined at the time of development. Other secondary streets may also be created at that time. Proposed elevations at significant locations are also indicated on the Streets and Blocks Plan.

The Esplanade West

The proposed Streets and Blocks Plan introduces a new major east-west street into the Railway Lands which is intended to establish a continuous east-west link through the Lands and to provide access to new development. This new east-west street is in many respects an extension of The Esplanade, and is referred to as The Esplanade West.

Extending from Bay Street in the east to Bathurst Street in the west, the Esplanade West intersects at grade with all existing and proposed north-south streets. Although its intersections with Simcoe and Spadina are fixed by operational considerations, The Esplanade West will curve south to avoid the John Street Pumping Station. This departure from Toronto's characteristic grid-like pattern also avoids the existing CP roundhouse and a significant portion of the CN roundhouse.

The intersection of The Esplanade West with Spadina and Bathurst will be at new lowered elevations, midway between the grade of Front Street and the existing grade of the railyards. The lowered elevations of the two new bridges are possible because of the consolidation of existing rail trackage into the main rail corridor to the north.



BOUNDARY OF TTR RAIL CORRIDOR AS PER "TORONTO TERMINAL RAILWAY VIADUCT AGREEMENT" DATED 1924

STREETS AND BLOCKS 3

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.

North-south Streets

In addition to the five existing north-south streets through the Railway Lands, (Yonge, Bay, York, Spadina and Bathurst), the Streets and Blocks Plan establishes two new north-south through streets by extending Portland and Simcoe Streets south from Front Street. (Simcoe passes under and Portland bridges over the rail corridor). The Simcoe extension has been designed to provide a major access to and through the Railway Lands.

The Streets and Blocks Plan also shows improvements to existing north-south streets. John Street is improved between The Esplanade West and Lakeshore Boulevard, with an upgraded, signalized intersection with Lakeshore, and Peter Street is extended south over the rail corridor to intersect with a secondary east-west street north of The Esplanade West.

The present Spadina Avenue bridge is inadequate, both in width and in structure, to allow for the development of the western section of Railway Lands, and to permit this portion of Spadina Avenue to be redeveloped as a significant urban street space. Consequently, the proposed Streets and Blocks Plan shows Spadina between Front and Lakeshore with sufficient width to accommodate six lanes for traffic and two additional lanes for an exclusive transit right-of-way.

York Street will be at the centre of the proposed southerly extension of the Financial District in the eastern portion of the Lands, and its continued heavy use could be facilitated by widening it to six lanes. Although widening may not be practical where it passes under the rail corridor, the southern section will need additional lanes for traffic storage in peak periods. Bay Street should also be widened, particularly to ensure the satisfactory accommodation of the LRT concept mentioned above.

Secondary Street Grid West of Spadina

Between Bathurst and Spadina, an area which will have a residential neighbourhood character, a secondary grid of streets has been indicated, including a northerly east-west street along the southern edge of the rail corridor. The elevation of this east-west street has been set at a height sufficient to provide a noise barrier from the tracks and to permit new streets to bridge the rail corridor in the future. A third east-west street is shown south of The Esplanade West on the alignment of Housey Street. It is anticipated that barrier buildings against the Gardiner/Lakeshore corridor will front on this street.

The northernmost east-west street has been extended east of Spadina Avenue past the Peter Street bridge and north of the John Street Pumping Station to a point east of John Street, where it joins The Esplanade West, giving the CN Tower better access to a

continuous street pattern. Additional secondary streets will likely be introduced to further subdivide the lands south of The Esplanade West between Spadina Avenue and John Street and between Simcoe and York Streets.

Areas of Streets and Blocks

The total street network shown on the Streets and Blocks Plan includes some 4.9 km of new streets, although as noted, not all the secondary streets required for development have been included at this stage. It is also assumed that 1.2 km of existing streets will be widened and/or improved, including York, Lower Bay, Spadina and Bathurst. The basic right-of-way dimensions will be 20 metres, with The Esplanade West having a right-of-way width of 30 metres to allow for a possible reserved transit route.

The block sizes shown on the Streets and Blocks Plan are similar to those found in corresponding areas of the City. They vary in size from approximately 1.8 acres to 8.7 acres, although it is anticipated that the larger blocks, particularly in the eastern portion of the Lands, will be further subdivided. Block widths vary, but are generally in the order of 70 to 80 metres, which creates reasonable building parcels of the type generally found in the City.

At-grade Intersections

As indicated by the elevations shown on the proposed Street and Blocks Plan, all intersections are proposed to be at-grade, including all intersections with The Esplanade West. This issue is a particularly critical one in the context of Railway Lands development because, at present, the grades of existing north-south streets are either higher or lower than the existing grade of adjacent land, depending on whether the roads bridge over or pass under the main rail corridor. (The origins of this condition are discussed in Section 1.1 of this report, which examines the evolution of the Lands through successive landfilling operations.)

As indicated in the May 31, 1983 joint report "Railway Lands - Road Concept Plan", the Commissioner of Public Works has endorsed the road concept plan on which the Streets and Blocks Plan is based, including the at-grade intersections. In addition, CN is in agreement with the Streets and Blocks Plan and the road concept, including at-grade intersections as they affect CN's lands. Marathon Realty, however, is concerned about the proposed at-grade intersection of York Street with The Esplanade West, and therefore this matter has received extensive consideration, both from an operational and an urban design point of view. Operational considerations are examined in Section 3.2.1 of this report, urban design considerations are discussed below.

Urban design advantages of at-grade intersections - Planning and Development Department position

At-grade intersections are consistent with the site planning principles on which the "Goals and Objectives" are based. For example, the "Goals and Objectives" clearly emphasize the importance of both establishing a street-oriented pattern of development in the Lands, and of ensuring that the street system "incorporates, where appropriate, those characteristics of Toronto's existing streets which are distinctive, successful and familiar". In addition to promoting the realization of these general objectives, the establishment of at-grade intersections has the following specific advantages:

i) The Railway Lands street and block pattern becomes more like that found in the rest of the City, which has no grade-separated intersections in its Central Area and, in particular, continuity is established with the street and block pattern of both the downtown and the Central Waterfront, making new development more comprehensible and accessible.

ii) The Esplanade West becomes very clearly the dominant public street in the Railway Lands, and its intersections with York and Spadina, in particular, become focal points which establish a strong public identity. (In this regard, it should be noted that the identity of most major developments in the City, such as the T.D. Centre, Commerce Court, the Royal Bank and Eaton Centre, is established in large part by their location at a major intersection; i.e. Bay and King, Front and King, Dundas and Yonge.)

iii) The road and pedestrian access systems generally become simpler, and the phasing of construction of both roads and buildings is consequently facilitated.

iv) At-grade intersections with existing and proposed north-south streets will enhance these streets as major pedestrian and vehicular links through the Railway Lands to the Central Waterfront, and will facilitate pedestrian movement between north-south and east-west streets.

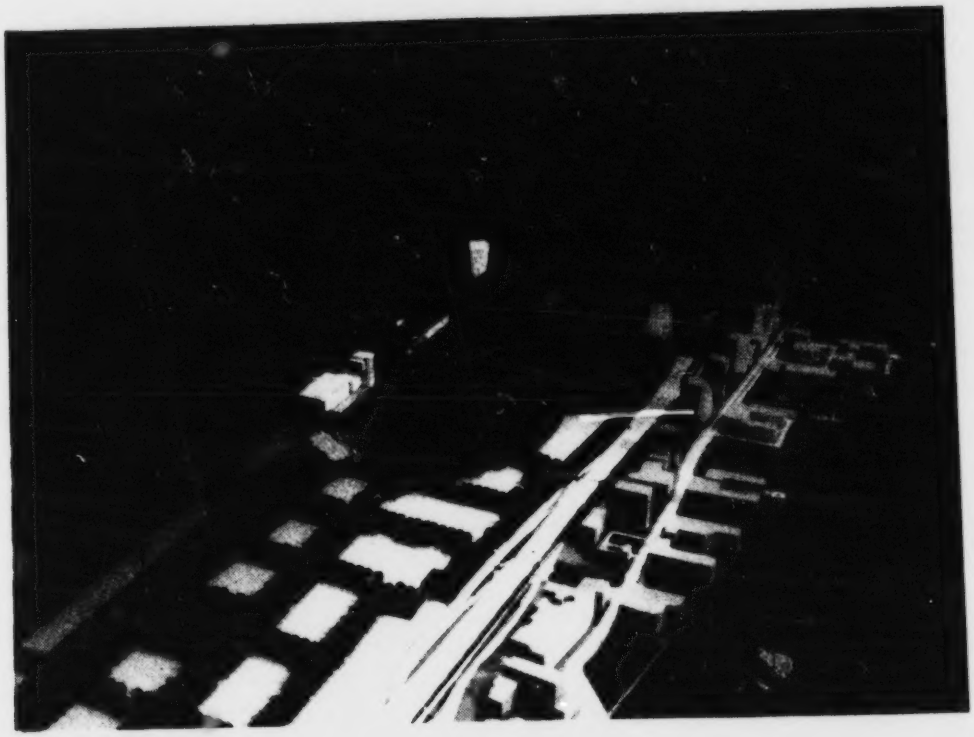


Figure 1 - Illustrates the Concept of At Grade Intersections

Disadvantages of a grade-separated intersection at York and The Esplanade West - Planning and Development Department position

The advantages of at-grade intersections outlined above become particularly clear when the specific disadvantages of a grade-separated intersection of The Esplanade West and York Street (The Esplanade West passing over York Street) are examined.

With a grade-separated intersection, The Esplanade West would be some 5 to 6 metres (18 to 20 feet) higher than York Street, which drops from the elevation of Front Street to the same elevation as Lakeshore Boulevard in order to pass under the rail corridor. Unless York Street were treated essentially as an access road to the Gardiner/Lakeshore corridor, with no street related uses in buildings adjacent to it, development at the York-Esplanade West intersection would require two frontages at two different levels - one relating to York Street and the other to The Esplanade West. In addition, The Esplanade West frontage would be on a slope down to Simcoe to the west and Bay Street to the east. (The intersection with Simcoe must be at grade since the extension of Simcoe will pass under the rail corridor.)

A grade-separated intersection at York and The Esplanade West would also limit pedestrian movement between the two streets, and, with the ramps required to link York to The Esplanade West, another major visual barrier would be created between the Waterfront and the Downtown.

Finally, the separation of vehicles and pedestrians on York Street from the vehicles and pedestrians on The Esplanade West in the Railway Lands would inevitably result in a less active and less intensely developed pedestrian environment on York Street, and is thus inconsistent with the objective of promoting strong pedestrian links between the Downtown and new Railway Lands development.

In view of these disadvantages and in order to realize the benefits of at-grade intersections, the proposed Streets and Blocks Plan shows the intersection of York and The Esplanade West at grade. In view of Marathon Realty's concerns, however, City staff have agreed to examine this matter in greater detail with Marathon Realty at a later stage.

2.2.4 Parking and the Water Table

The establishment of at-grade intersections in the eastern part of the Lands means that grade for new development in this area will generally be the same as that in the Central Waterfront. Because this level is close to the water table, the provision of below grade parking may be economically unfeasible. It was for this reason that the dimensions of all the blocks in the Streets and Blocks Plan have been designed to ensure that parking can be accommodated above-grade without intruding on street frontages, i.e. either internal to the parcel, or against the Gardiner Expressway. It should be noted, however, that it may be feasible to provide parking below grade in certain locations, particularly if the size of the development makes it economic to construct underground parking structures on bedrock. Development proposed for the Spadina Quay area of Harbourfront and Campeau's Waterpark Place proposal in the Central Bayfront, for example, will provide below grade parking, notwithstanding that this will require excavation below the water table.

2.2.5 The Streets and Blocks Plan in Context

The proposed Streets and Blocks Plan has been designed to maximize links to both the Central Area to the north and the Central Waterfront to the south. It is also intended to help ensure that new Railway Lands development will be fully integrated into the existing urban fabric.

Two streets which now end at Front Street, Portland and Simcoe, are extended through the Lands and will be further extended into the Harbourfront area, where development has been planned to

accommodate them. The characteristic Toronto grid-like street pattern has been followed to the extent possible, and all intersections have been designed to be at-grade rather than grade-separated in order to create a street pattern like that elsewhere in the City. These at-grade intersections will also help to establish a sense of publicness for new development and a strong building-street relationship.

The underlying principles of the proposed Streets and Blocks Plan emerge very clearly when this Plan is compared to the earlier Metro Centre concept described in Section 1.2 of this report.

The Metro Centre development was planned essentially as a three-dimensional mega-structure, with separate pedestrian and vehicular systems. Although the proposed demolition of Union Station and southward relocation of the main rail corridor made it possible to extend the existing Financial District south at the same elevation as Front Street, the Metro Centre development was linked to the Central Waterfront at a plus-15, or second storey level.

The proposed Streets and Blocks Plan has been developed around the retention of Union Station and the existing rail corridor, and has therefore placed much more emphasis on existing streets and existing grade level conditions in the Central Waterfront. In addition, the proposed Plan, in contrast to the Metro Centre concept, is intended to generate separate and clearly identifiable buildings on discrete building parcels, with a strong relationship to adjacent streets and other public spaces.

The difference in approach is to a certain extent a practical response to existing conditions, both physical and financial, including the retention of Union Station and the existing rail corridor. It also reflects, however, a stronger emphasis on the public street and public spaces generally, and on the value of reproducing to the extent possible the familiar characteristics of Toronto's existing urban fabric.

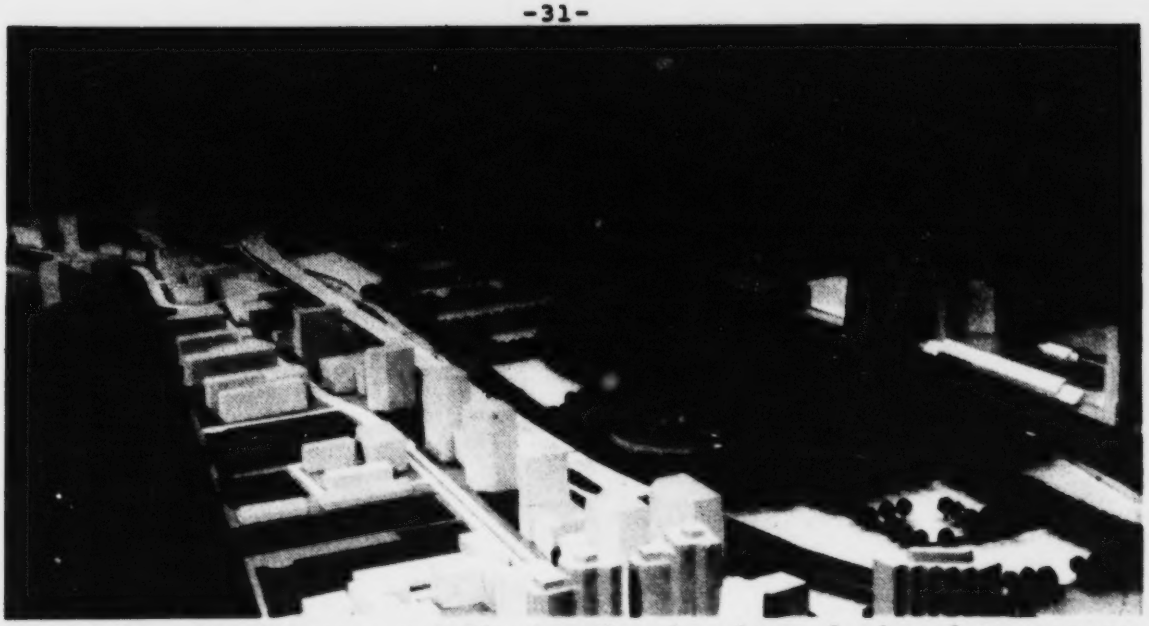


Figure 2 - The Streets and Blocks Plan has been designed to ensure that the new Railway Lands Development will be fully integrated into the existing urban fabric.

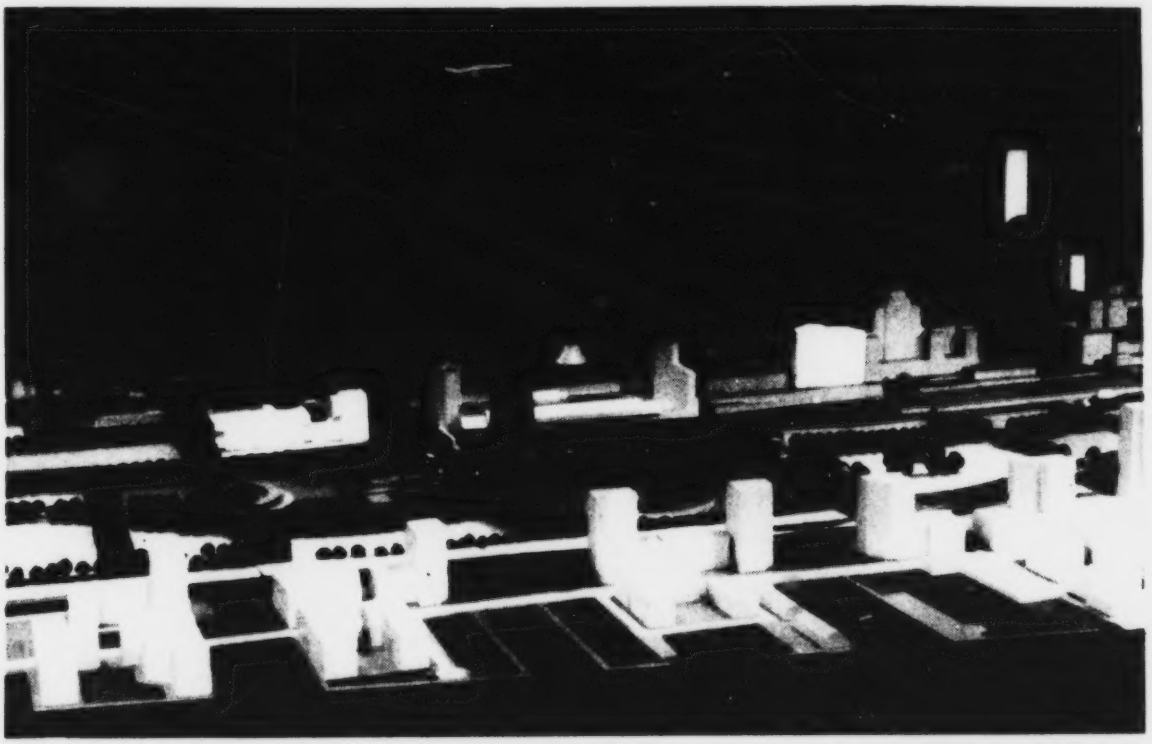


Figure 3 - The Streets and Blocks Plan places strong emphasis on public streets and public spaces.

2.3 Proposed Land Use Plan

2.3.1 Principles and Objectives

A preliminary distribution of uses across the Railway Lands was taken into account in the development of the Streets and Block Plan. Once this Plan became more clearly defined, it was used as a physical framework for determining appropriate boundaries for land use districts and for the allocation of a more exact mix of uses and the application of more specific densities.

The proposed Land Use Plan resulting from this planning process is shown on Map 4, and is based on a general policy framework established by the Part 1 Official Plan and the "Goals and Objectives", as well as the following specific planning objectives:

i) the establishment of appropriate relationships with adjacent areas of the City;

ii) the successful accommodation of the constraints imposed by the physical characteristics of the Lands, particularly the road and rail corridors;

iii) the creation of conditions conducive to a strong building-street relationship and desirable ground level conditions; and

iv) the generation of an overall level of development consistent with the capacity of the local and regional transportation system, including a number of feasible and desirable transportation improvements and facilities.

The development of the proposed Land Use Plan also involved the resolution of a number of general issues, including those raised by the existing policy framework and the existing pattern of land ownership in the area east of John Street. These issues, and the assumptions resulting from the manner in which they were resolved, are discussed in Sections 2.3.2 through 2.3.6 below.

Finally, the proposed Land Use Plan has been the subject of intensive discussions with CN Realty and Marathon, and has been refined to reflect reasonable development and marketing concerns. On the basis of these refinements and on condition that a strategy for creating an equitable distribution of costs and benefits set out in Section 4.2 of this report can be successfully implemented, both CN Realty and Marathon support to the proposed Land Use Plan.

2.3.2 Issues Raised by the Existing Policy Framework

(i) Existing office space, housing and parkland provisions for the portion of the Railway Lands located within the Central Core (east of John Street)

Section 5.20(b) of the City's Part 1 Official Plan allocates 540,000 square metres (5,800,000 square feet) of office space to the portion of the Railway Lands located in the Central Core of the City, i.e., east of John Street, and establishes the following specific principles to determine its distribution:

- 215,000 square metres (2,315,000 square feet) is permitted within an appropriate extension of the Financial District at the maximum commercial density permitted by the Official Plan (8 times the area of the lot);

- the remaining 325,000 square metres (3,285,000 square feet) of office space is to be distribtued either within the extension of the Financial District, or elsewhere in the portion of the Railway Lands located in the Central Core (east of John Street), or in both, provided that, wherever the 325,000 square metres of office space is provided, its "lawful erection and use" is conditional on the construction of at least 2350 housing units within the portion of the Railway Lands located in the Central Core "on the basis of one housing unit for each 138 square metres (1485 square feet) of office space".

In the course of developing the Land Use Plan, it was not difficult to identify an appropriate area for a southward extension of the Financial District. It is clear, for example, that the Financial District extension, which will generate heavy transportation demand, should be focussed on the local and commuter transit facilities at Union Station, and that it should be linked to the existing Financial District by existing north-south streets. However, it quickly became apparent that the requirement that residential development be provided in conjunction with office space on a strictly pro-rated basis could not be translated into an implementable land use plan, primarily as the result of two considerations.

First, the physical characteristics of the Lands limit the number of sites where residential development can be appropriately and practically required. That is, as one moves east from Simcoe Street, the rail and road corridors come closer together, making it increasingly difficult to accommodate the building forms required to adequately buffer residential uses. This situation makes it desirable from a site planning point of view to require residential development on development blocks other than those most suitable for an extension of the Financial District. Since the sites suitable for a Financial District designation and the

sites suitable for residential development are not owned by the same interests, it was also impractical to require that office space and dwelling units be constructed in the rigidly pro-rated basis set out in the Part 1 Plan.

Second, in terms of the number of residential units called for in the Part 1 Plan, the sites in the Central Core portion of the Lands considered most appropriate for residential development include the blocks between the secondary north-south street shown between York and Simcoe, and John Street south of The Esplanade West. This area is also the most appropriate location for the major public park called for in the "Goals and Objectives". (See Objective B.15 in Appendix 2 of this report).

In view of these considerations, the existing Part 1 Official Plan office space and residential requirements and the call in the "Goals and Objectives" for a major public park were treated as representing overall planning objectives, and not as rigid requirements which must be inflexibly complied with. When considering the merits of this approach, which means that the existing Part I Official Plan provisions for the Railway Lands will be changed in the Part II Plan, it is important to recall that the existing Part I provisions were not put forward in the context of a plan for their implementation. Instead, the office space limitation is based on the allocation of a certain number of office jobs to the Railway Lands, and the relationship of as-of-right office space to office space permitted only in conjunction with housing is based on certain assumptions about the relationship of the Financial District to High Density Mixed Commercial Residential Areas elsewhere in the Central Area. Since the goal at this time is a very practical one - the actual development of the Railway Lands in accordance with important City objectives - it is appropriate that the issues of uses and densities be examined in the context of existing conditions, with the overall objective of creating an implementable Development Concept, rather than strictly in accordance with restrictions imposed in the mid-70's when the Central Area Plan was developed.

ii) <u>Office space and other non-residential uses outside the portion of the Railway Lands located in the Central Core (west of John Street)</u>

The Part 1 Plan is silent with respect to the provision of office space and other non-residential uses outside The Central Core portion of the Lands. However, while the "Goals and Objectives" call for the concentration of most of the office space within the Lands in the area adjacent to the Financial District and the major transportation interchange, statement B13 calls for the provision of "secondary office and other commercial uses in strategic locations elsewhere in the Lands".

In interpreting the direction provided by this policy framework, and in the context of the specific planning objectives and other considerations set out in Section 2.3.1 above, Spadina Avenue has been defined as an appropriate focus for the development of a sub-centre containing a concentration of office space secondary in scale and function to the office space to be provided in the extension of the Financial District.

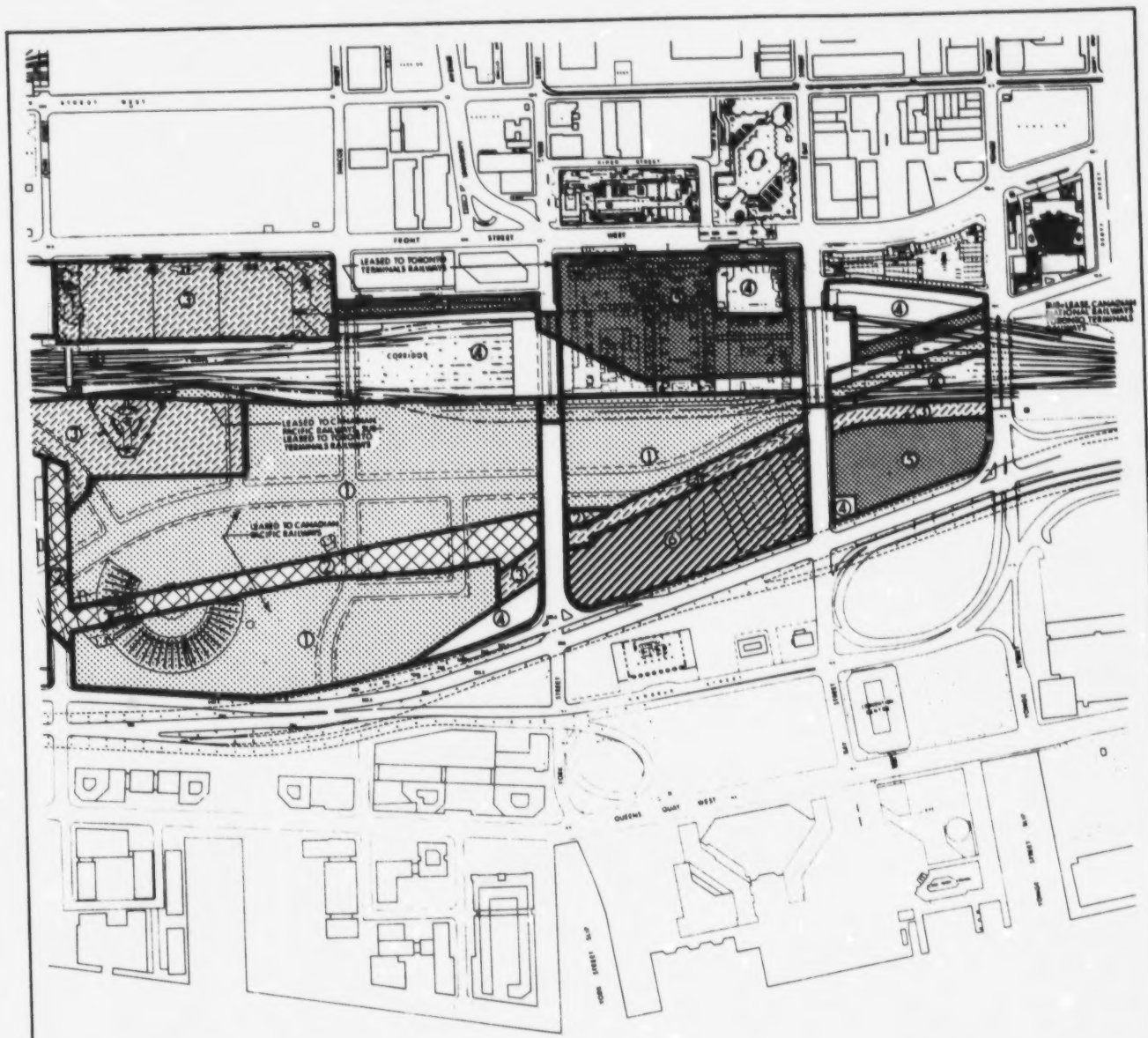
2.3.3 Issues Raised by the Complicated Pattern of Land Ownership East of John Street

As indicated on Map 5, the lands east of John Street are controlled by a number of separate interests, each of which could claim a proportion of the office space to be allocated to the area and each of which could be expected to contribute to the provision of housing and parkland.

Although it might be possible to set out a land use plan which placed development rights on land simply on the basis of such land ownership concerns, the resulting pattern of development would not be based on sound planning principles, and would thus be difficult if not impossible to defend on planning grounds. From a more practical point of view, it is unlikely that a plan based on these concerns could be implemented.

It was precisely this situation which led CN and CP to form a joint development corporation, Metro Centre Developments Ltd,, in the 1960's in order to pursue the development of Metro Centre. This corporation provided the necessary framework for CN and CP to develop a land use plan, to work out an equitable sharing of costs and benefits, and to negotiate with other land owners, including the City of Toronto.

No such corporate framework exists today, however, and consequently the differences between a land use plan generated by the simple distribution of development rights to separate landowners, based on the percentage of land owned by each, and a land use plan based on sound planning principles must be resolved by other means. In this situation, the only rational approach was to first develop a land use plan based on clearly articulated planning objectives, and then to develop, in consultation with the relevant land owners and controlling interests, a strategy, including land exchanges and conveyances, to ensure the equitable distribution of the costs and benefits generated by the Land Use Plan. The principles of such an implementation strategy are discussed in Section 4.2 of this report.


FRONT STREET WEST
LEASED TO TORONTO TERMINALS RAILWAYS
CORRIDOR
LEASED TO CANADIAN PACIFIC RAILWAYS & RE-LEASED TO TORONTO TERMINALS RAILWAYS
LEASED TO CANADIAN PACIFIC RAILWAYS
RE-LEASE CANADIAN NATIONAL RAILWAYS TERMINALS
QUEENS QUAY WEST
YORK STREET SLIP
YORK STREET
BAY STREET

① TORONTO HARBOUR COMMISSIONERS (LEASED TO CANADIAN PACIFIC)

② CANADIAN PACIFIC RWY CO.

③ CANADIAN NATIONAL RWY CO.

④ TORONTO TERMINAL RWY CO.

⑤ CITY OF TORONTO

⑥ GOVERNMENT OF CANADA

——·—— BOUNDARY OF TTR RAIL CORRIDOR AS PER "TORONTO TERMINAL RAILWAY VIADUCT AGREEMENT" DATED 1929

INFORMATION OBTAINED FROM:

a. SCHEMATIC MAP "LAND OWNERSHIPS" "RAILWAY LANDS BASIS FOR PLANNING" REPORT DATED 1978 BY CITY PLANNING AND DEVELOPMENT DEPARTMENT

b. SURVEY PLAN PREPARED BY HUNTING SURVEY CORP. LTD. (date not available)

c. 1983 ASSESSMENT AND TAXATION FILE

d. TORONTO HARBOUR COMMISSIONERS DRAWING No. 18359

LAND OWNERSHIP 5

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT.

0 50 100 150 200 METRES

SEPT., 1983

2.3.4 Proposed Land Use Designations and the Calculation of Density

The land use designations shown on the proposed Land Use Plan are general in nature. As described in Section 2.3.6 below, "Elements of the Proposed Land Use Plan", specific uses and densities have been associated with these general designations in order to establish and rationalize development potential across the Railway Lands. Although these specific uses and densities should be taken into account when evaluating the proposed Land Use Plan, the land use designations will be refined prior to the publication of recommendations for a Part II Official Plan and Zoning By-law. Consequently, at this point greater emphasis should be placed on the principles used in assigning land use designations and calculating densities, and on the resulting aggregate levels of development within each area. The aggregate levels of development are summarized in Table 1. The principles used in assigning designations and calculating densities are set out below.

TABLE 1

Land Use Plan - Uses and Aggregate Densities by District

Land Use District (Map 4)	Block	Approx. Net Area* in Sq.Metres (sq.ft.)	Maximum Non-Res. Including Office in Sq.Metres (sq.ft.)	Maximum Office in Sq.Metres (sq.ft.)	Anticipated Residential Units**
Financial District Extension	1,2,4, 5,5A,6, 7,9	86,074 (926,524)	688,390 (7,410,000)	602,550 (6,486,000)	-
South Downtown High Density Mixed Use Area	8,10,12	30,836 (331,930)	157,930 (1,700,000)	59,360 (639,000)	650
John Street Medium Density Residential Area	18	14,164 (152,460)	7,080 (76,200)	-	500
Spadina Sub-Centre	19,20,22, 23,24,25	88,785 (955,375)	311,400 (3,352,000)	278,700 (3,000,000)	2,000
Front Street Development Area	21,28,35	36,664 (394,653)	183,290 (1,973,000)	148,640 (1,600,000)	-
Bathurst-Spadina Neighbourhood	26,27,29 30,31,32 34,36,37	9.05 Ha (22.41 AC)	18,580 (200,000)	-	2,000
Sub Total East of John			846,320 (9,110,000)	661,910 (7,125,000)	650
Sub Total West of John			520,350 (5,601,200)	427,340 (4,600,000)	4,500
Total			1,366,670 (14,711,200)	1,089,250 (11,725,000)	5,150

* Includes net areas of blocks from Streets and Blocks Plan, plus secondary streets between Blocks 8 and 10, and Blocks 20 and 23.

** Additional units would be permitted but are not considered likely to be built. Financial District designation permits 400 units per hectare (160 units per acre) without reducing maximum permitted non-residential.

(i) Calculation of Density on a net parcel basis

Consistent with the approach followed elsewhere in the City, development potential has been distributed by the application of land uses and densities to the net areas of the development blocks created by the Streets and Blocks Plan. However, because their location and dimensions are not known at this time, density has been calculated over the secondary streets shown on the Streets and Blocks Plan. This approach has the benefit of establishing a predictable relationship between density figures and the resulting built form. It also makes it possible to compare the level of development proposed for the Railway Lands with that permitted elsewhere in the City.

(ii) Built form and height limits

The development potential resulting from the proposed Land Use Plan has been carefully evaluated in terms of its built form implications. As part of this exercise, Planning and Development Department staff have prepared a model, for illustrative purposes only, which indicates the building volume and a possible built form resulting from this development potential, and photographs of this model are used to illustrate the discussion of the Land Use Plan in Section 2.3.8. However, height limits have not been proposed at this time, but will be put forward later in the implementation stage, in conjunction with recommended Zoning By-law provisions and criteria for development review. Because of the long period of time over which Railway Lands development will take place, it may be considered appropriate to develop more flexible means of regulating height than are ordinarily contained in the Zoning By-law, such as the height flexibility zones developed for the Harbourfront development.

Although height limits are not proposed at this time, the densities used in the formulation of the proposed Land Use Plan can be compared to those applying elsewhere in the City, and the building volumes they will generate can be accurately estimated. In particular, the maximum commercial density allocated to the proposed Financial District Extension is the same as the maximum now permitted in the Financial District to the north. This existing maximum density is considerably less than that of the major developments, including the Toronto Dominion Centre, Commerce Court and the Royal Bank, which define the skyline of the existing Financial District, with the result that building heights in the Railway Lands will step down from those in the existing Financial District to the north. The photographs of the departmental model described in Section 2.3.8 illustrate this relationship.

(iii) Designation of public open space

Major open spaces which take up entire blocks and whose location can thus be fixed at this point have been designated as Open Space on the Land Use Plan and have not been allocated development potential. Smaller, but not necessarily less significant, public open spaces, which are not strictly fixed in terms of exact location and dimension, are covered by land use designations and will be created at the development stage by accommodating their development potential elsewhere on the development parcels on which they are located. These open spaces are discussed in more detail in Section 2.4 of this report.

(iv) Treatment of rail corridor, Union Station and GO storage yards

No development potential has been allocated to the main rail corridor, and no additional potential beyond that which could be accommodated in the existing structure is allocated to Union Station, which completely covers the land area of the block on which it is located. These have been designated for transportation and related uses, with existing uses permitted. Development potential has been allocated to the GO storage yards between Bathurst and Spadina north of the main rail corridor, however, as an incentive for their relocation, or their reconstruction in a manner which will permit them to be built over.

(v) Treatment of historic City Delivery Building

Development potential has been allocated to the block containing the historic City Delivery Building, since the block contains sufficient land area beyond that occupied by the historic building on which development could take place.

2.3.5 Provision of Housing for Low and Moderate Income Groups

Section 5.20(d) of the Part I Plan establishes that the Part II Plan for the Railway Lands will have regard for the goals and targets set out in Section 2A.2(a) of the Part I Plan, the section which establishes Council's long term housing goals for the City. These housing goals are reinforced by statements B9, B10 and B11 from the "Goals and Objectives". (See Appendix 2).

The only specific guidance given with respect to the distribution of the low-to-moderate income and family housing in the Railway Lands is the objective, set out in Section 5.20(d)(vi) of the Part 1 Plan, that in the area west of John Street there will be, among other things, a mix of uses similar in concept to the St. Lawrence Neighbourhood.

In keeping with this policy direction, the Part II Development Concept includes a low to medium density residential area between Spadina Avenue and Bathurst Street, the Bathurst-Spadina

Neighbourhood. In addition, CN Realty and Marathon are prepared to provide land for housing to the City as part of the implementation strategy outlined in Section 4. Consequently, it is assumed that non-family assisted housing can be provided in other residential and mixed-use districts within the Railway Lands as well as in the Bathurst-Spadina Neighbourhood.

2.3.6 Provision of Social Services and Facilities

Development in accordance with the proposed Land Use Plan will result in a substantial new population in the Railway Lands. To a certain extent, this new population will be able to rely on existing social services outside the Lands. However, additional facilities, such as schools and community centres, may be required within the development. Rather than attempting to identify in advance the nature and location of possible new social services, this report will be circulated to the appropriate public agencies for their comments and recommendations. These will be reported on in conjunction with recommendations for Part II Official Plan statements, Zoning By-law amendments and other necessary implementing agreements.

2.3.7 Environmental Considerations

Particular attention was given in the formulation of the proposed Land Use Plan to the major environmental constraints imposed by the road and rail corridors. In addition, the building forms shown in the photographs of the departmental model have taken into account the need to buffer residential development and development-related open spaces from these corridors. The building forms shown have also allowed for the accommodation of all parking above grade in anticipation that this may be necessary as a result of the locations of the water table and bedrock.

An examination of other environmental considerations is required, however. The Part II Development Concept set out in this report provides an extremely useful base for such an examination, and the report should therefore be reviewed by the Ministry of the Environment before specific Official Plan statements are recommended. In addition to reviewing the Development Concept to the best of its capabilities, the Ministry could advise whether additional studies are required, and, if so, at what stage.

The particular factors which should be considered by the Ministry of the Environment are noise and vibration, dustfall, odours and emissions; physical geographical conditions, including soil composition, drainage characteristics, toxicity, and load-bearing chracteristics; and bedrock and water table contours. Microclimatic studies, involving matters such as pedestrian level wind conditions and sun and shadow patterns, would be more appropriately carried out in conjunction with the formulation of

development review criteria and/or the review of actual development proposals.

2.3.8 Elements of the Proposed Land Use Plan

In general, the proposed Land Use Plan reflects the pattern of uses and densities in the City to the north and in Harbourfront to the south, with high density, primarily commercial uses at the eastern end of the site and a reduction in intensity and scale and an increasing emphasis on residential as one moves west to Bathurst Street. Moving from east to west, the elements of the proposed Land Use Plan, including the anticipated bulk and building volume of the proposed uses and densities, are described below.

(i) Extension of the Financial District

The proposed southward extension of the Financial District includes Blocks 1, 2, 4, 5, 5A, 6, 7 and 9 from the Streets and Blocks Plan. These blocks are appropriate for commercial development at Financial District densities for a number of reasons.

First, they are located adjacent to Union Station, which contains local and regional transit facilities. Since office development is the main generator of peak hour trips, it is important that this development be well served by transit. This is particularly the case since, as noted in Section 3.4.3 of this report, the transportation analysis of the proposed level of development has demonstrated that a high modal split in favour of transit is required in order to ensure that the regional road system can handle the transportation demand generated by new development potential in the Central Area.

Second, the proposed Financial District extension includes intersections of The Esplanade West with the two major north-south streets in the existing Financial District, York and Bay. As noted in Section 1.3.2 of this report, "Planning Context", there has been a shift in emphasis to the west in the existing Financial District, and a corresponding growth in the significance of York Street. For this reason, as well as because of the configuration of the development blocks south of Union Station, the York/Esplanade West intersection will likely become the focus of the Financial District extension. In anticipation of this, it is reasonable to extend the Financial District designation along both sides and for the full length of York Street to the Gardiner Expressway.

Third, as described in Section 2.3.2 above, none of the blocks located in the proposed Financial District extension is particularly suitable for residential development.

In terms of the anticipated pattern of development, it should be noted that the Financial District extension includes the allocation of development potential to Blocks 1 and 6, which include the CP and CN Express Buildings respectively. It is generally assumed that these blocks, which are too narrow for substantial redevelopment on their own, will be redeveloped in conjunction with properties to the north. In the case of Block 1, therefore, it is likely that new development would be linked to the historic Customs House. In the case of Block 6, CN Realty has indicated its intention to create a pedestrian link on the alignment of Station Street between Union Station and the Convention Centre, and possibly to utilize development potential in the block in conjunction with a redevelopment of the CN/CP Telecommunications Building.

In the context of discussions with CN regarding its development potential west of John Street, we will be recommending to Council that the portion of Station Street owned by the City be conveyed to CN in order to facilitate the creation of the proposed decking structure and pedestrian link. The density allocated to Block 6 would be used by CN in conjunction with the redevelopment of the CN/CP Telecommunications Building to the north and/or the CN Express Building to the south. This matter is discussed further in Section 4.2.5 of this report.

In total, the proposed Financial District includes approximately 21.27 net acres of land. At 8 times the area of the lot, the normal Financial District maximum non-residential density, the proposed extension would generate a maximum non-residential development potential of approximately 688 390 square metres (7,410,000 square feet). The office space component of this non-residential potential should be limited to a maximum of 7 times the area of the lot, for an aggregate of approximately of 602 550 square metres (6,486,000 square feet) of office space. This limitation on office space will reduce the impact of new development on the regional transportation system, and will allow floor space to be developed for the retail and service uses and other amenities necessary for the successful functioning of the Financial District Extension.

The resulting ratio of office to total non-residential development potential - 87.5% - is reasonable when compared to that in major Financial District developments. However, it is somewhat higher than the approximate overall ratio of office space to non-residential uses in the existing Financial District as a whole.

Although the development potential can be constructed in a variety of building forms, heights and locations, the overall pattern is predictable, and Figures 4 and 5 give an accurate impression of the building volume generated. It should be noted that the bulk shown in the photographs also includes the amount of building generated by locating all the required parking above grade.

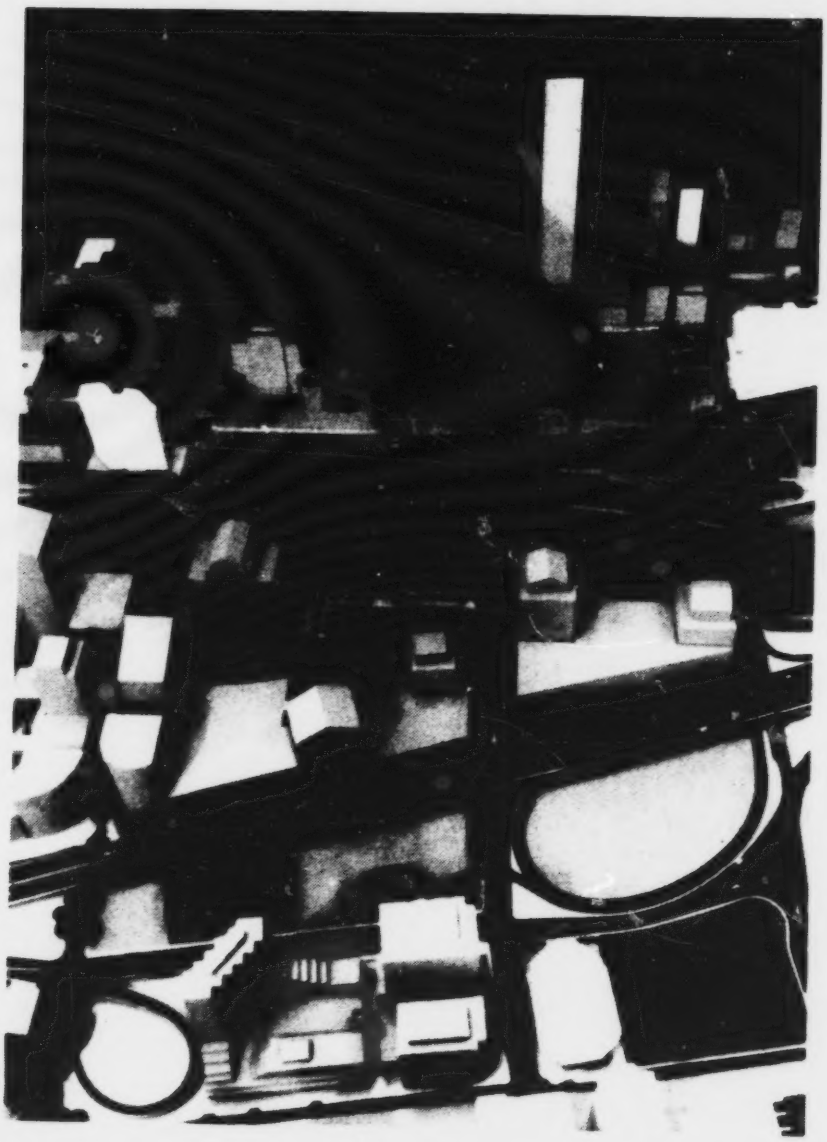
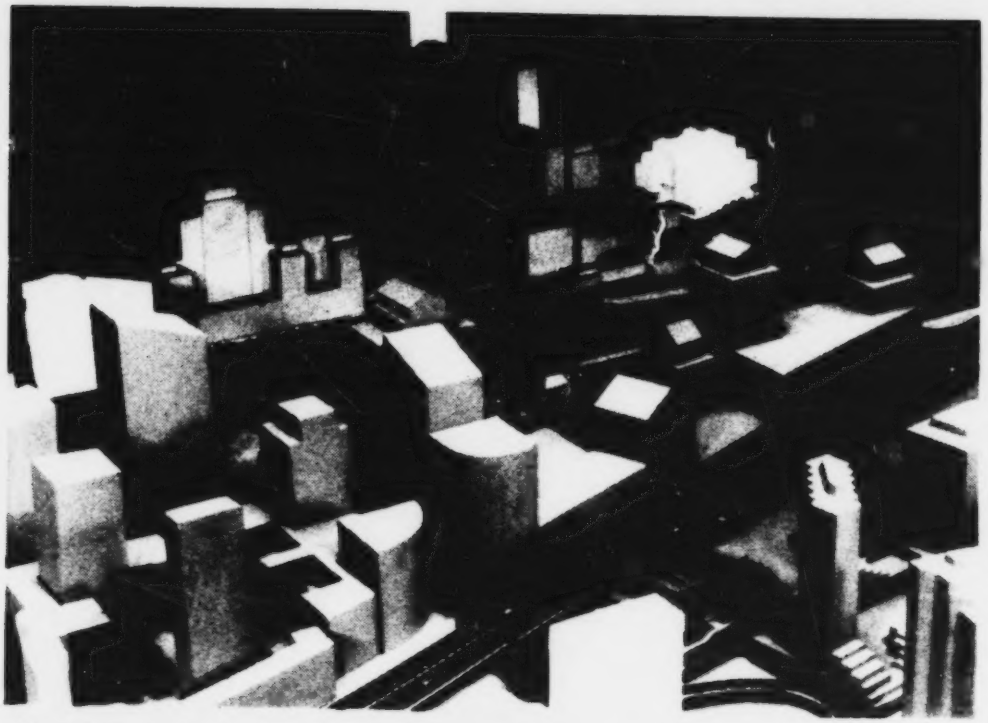


Figure 4

Figures 4 and 5 accurately portray the volume of building that will be generated in the Financial District Extension.



Figure

(ii) South Downtown High Density Mixed Use Area

Blocks 8, 10 and 12, located to the west of the extention of the Financial District, have been designated for residential, commercial and hotel development, respectively. Maximum densities on all of the blocks are proposed to be 7.8 times the lot area, which corresponds to the overall maximum density permitted in High Density Mixed Commercial-Residential Areas elsewhere in the Central Area.

The specific allocation of uses on these blocks reflects conclusions reached in recent discussions with Marathon Realty. It was originally proposed that all of these blocks accommodate primarily residential development in order to ensure that a substantial amount of housing would be included within the Central Core portion of the Railway Lands. However, Marathon has argued that a concentration of residential uses on these blocks, in conjunction with the designation of all of block 13 for open space, would leave them with insufficient development potential to justify the expense of relocating existing rail facilities. It should be emphasized, however, that the uses and densities proposed for these blocks are consistent not only with the specific planning objectives set out in Section 2.3.1 of this report, but also with important planning objectives for the Central Area.

In terms of the specific planning objectives set out in Section 2.3.1 above, a High Density Mixed Use designation is appropriate

in the context of the uses and densities permitted in the West Downtown to the north, and on the Convention Centre site. (See Section 1.3.2, "Planning Context", of this report.) The relationship between the South Downtown High Density Mixed Use Area and the Financial District Extension is also similar to that between the West Downtown and the existing Financial District.

The allocation of uses is also appropriate in terms of the constraints imposed by the road and rail corridors. Above grade parking can be used as a barrier separating the hotel uses on Block 12 from the rail corridor and the residential uses on Block 10 from the Gardiner Expressway. Views over the open space to the west and through the view corridors established in Harbourfront to the south will benefit residential development on Block 10.

The mix of uses is also consistent with the objective of creating a desirable pedestrian environment at grade, since the proposed mix of residential, hotel and commercial uses will ensure that this area, and the adjacent major public open space, will be alive throughout the day and will not be deserted at night.

Although the amount of residential development contemplated for this area is considerably less than the 2350 units called for in the existing Part I Plan, the allocation of Block 10 to high density residential development will ensure a residential presence adjcent to the Financial District. Although not a pure residential use, the hotel called for on Block 12 will serve some of the same objectives as residential development. It is, in fact, because hotels provide benefits similar to residential development that the existing Official Plan and Zoning By-law permit hotel uses to be substituted for residential development potential in Mixed Commercial-Residential Areas.

At 7.8 times the area of the lot, Block 12 would generate a maximum of approximately 70 000 square metres (754,300 square feet) of non-residential floor space. Including the adjacent portions of the secondary service road, Block 8 would generate 82 270 square metres (885,576 square feet) of non-residential floor space, the office component of which should be limited to 59 360 square metres (639,000 square feet). At a residential density of between 480 and 730 units per hectare (192 and 292 units per acre) and approximately .5 times non-residential for retail and service uses, Block 10 would generate between 550 and 810 units, and approximately 5 660 square metres (61,000 square feet) of non-residential floor space. Given the configuration of the site, the residential density should probably be no more than 650 units. As noted in Section 4.2.2 of this report, the portion of Block 10 controlled by CP/Marathon is to be conveyed to the City as part of the strategy proposed to ensure an equitable distribution of costs and benefits among the land owners east of John Street. Figure 6 is a photograph of the model showing the building mass corresponding to this development potential.

Figure 6 - South Downtown High Density Mixed Use Area

iii) Major Public Open Space

The area south of the CN Tower, between Simcoe and John Streets, has been designated as a major open space. The characteristics and function of this element of the Land Use Plan are discussed in Section 2.4 of this report, which sets out the Parks and Open Space Plan for the Railway Lands.

iv) John Street Medium Density Residential Area

Block 18, located west of John Street and south of the John Street Pumping Station, is shown on the proposed Land Use Plan as a Medium Density Residential Area, with local retail and service uses. The eastern portion of this block is owned by Metropolitan Toronto, and at present is used for parking and service areas for the John Street Pumping Station. It is assumed, however, that as the development of the Railway Lands proceeds, Metro will decide to either develop its portion of Block 18 or sell or lease the air rights for development by another agency or private interest. Development in this location would be complemented by the increased accessibility of the Pumping Station grounds so that they are integrated, to the extent possible, into the surrounding open space. From the point of view of the overall form of Railway Lands development this is considered highly desirable, and consequently the departmental model shows development south of the Pumping Station.

The location of Block 18 will permit excellent views of the City across the landscaped areas of the John Street Pumping Station and the major open space. The view corridors established for the Harbourfront development to the south will also create good views of the Lake. Above grade parking can be used as a barrier to the Gardiner Expressway, and can be faced with retail and service uses, as well as residential units oriented toward The Esplanade West. The residential development potential can be accommodated in a variety of building forms.

At the typical Medium Density Mixed Commercial-Residential density of 350 units per hectare (140 units per acre) Block 18 could accommodate approximately 500 units.

v) Spadina Sub-Centre

The Land Use Plan designates Blocks 19, 20, 22, 23, 24 and 25 as the Spadina Sub-centre. The Plan also indicates the general character of development proposed for separate areas within the sub-centre - commercial on Blocks 22 and 24, mixed commercial-residential use with a commercial emphasis on Blocks 20, 23 and 25, and mixed commercial-residential use with a residential emphasis on Block 19. Block 19 also shows the retention of a significant portion of the existing CN Roundhouse, which CN Realty is proposing to incorporate into a commercial complex focussed on the form of the CN Roundhouse circle.

The mix of uses and densities proposed for the Spadina Sub-centre has been developed with the intention of creating, over time, a sub-centre comparable in scale and function to those existing elsewhere in the City, such as Yonge-St.Clair and Yonge-Eglinton. Like these other sub-centres, the Spadina Sub-centre will be focussed on a major intersection, Spadina Avenue and The Esplanade

West, and on major transit lines, the proposed Spadina and Esplanade West LRT lines.

Like these other sub-centres, which have developed over the past 10 to 15 years, it is assumed that the Spadina Sub-centre will be created incrementally over the next 10 to 20 years. Development potential has been proposed for the Spadina Sub-centre with this time frame in mind, and the aggregate amounts of commercial and residential space proposed should be considered in this context.

In terms of densities, Blocks 22 and 24 are considered appropriate for commercial development at approximately 6 times the area of the lot, with the flexibility for converting commercial potential to residential. A comparable maximum density has been applied to Blocks 20, 23 and 25, but it is considered highly desirable to ensure that a substantial portion of development in these blocks is residential. Consequently, approximately 2x of the maximum 6x coverage should be designated for residential development.

The location of Block 19, which affords excellent views to the north and east and is some distance from the proposed commercial concentration on Spadina Avenue, makes it suitable for primarily residential development. Strong secondary office and retail components are also necessary in order to ensure the successful development of the CN Roundhouse area in a manner comparable to the Terminal Warehouse redevelopment. With these considerations in mind, and in view of the fact that this block will contain considerable open space and possibly secondary streets, an overall density of approximately 4x the lot area is proposed. Of this, 1x could be office, .5x retail and other non-office uses, and approximately 2.5x or 250 units per hectare (100 units per acre), residential.

The densities described above would result in approximately 311 400 square metres (3,352,000 square feet) of non-residential development and approximately 2000 units. Requirements for street-related retail uses, and a substantial retail component on Block 19 would result in an aggregate of approximately 278 700 square metres (3,000,000 square feet) of office space in the Spadina Sub-centre. These land uses and densities and the resulting aggregate development potential are consistent with the specific planning objectives and other considerations set out in Section 2.3.1 above.

In terms of the relationship of the Spadina Sub-centre with adjacent areas of the City, it should be noted that the densities proposed are consistent with those now permitted in the King-Spadina area to the north, where densities are generally 5 to 7 times the area of the lot. The strong residential and retail components of the sub-centre will help to link it with the Harbourfront development to the south, the Bathurst-Spadina

Neighbourhood proposed to the west, and residential development in the Lower Bathurst Neighbourhood to the north.

The scale and character of the development proposed is also consistent with the objective of ensuring that Spadina Avenue develops as a major City street, with high standards of urban design and pedestrian amenity and a high level of transit service. The scale of development proposed is also considered appropriate in terms of a satisfact ry relationship between building scale and the adjacent road and rail corridors, and between building scale and the width of Spadina Avenue.

Figures 7 and 8 show the building volume and a possible development form generated by the proposed uses and densities. The building types shown in these photographs assume that a considerable amount of the offfice potential will be constructed as relatively conventional office towers. Other forms of office and non-residential development could generate other building forms, and height limits could be used to promote lower building forms whose volume more evenly covers the site area. Residential development has been shown generally in the form of apartment towers which will afford views over the road and rail corridors to the Lake and the City to the north, and will permit adequate separation from adjacent non-residential buildings.

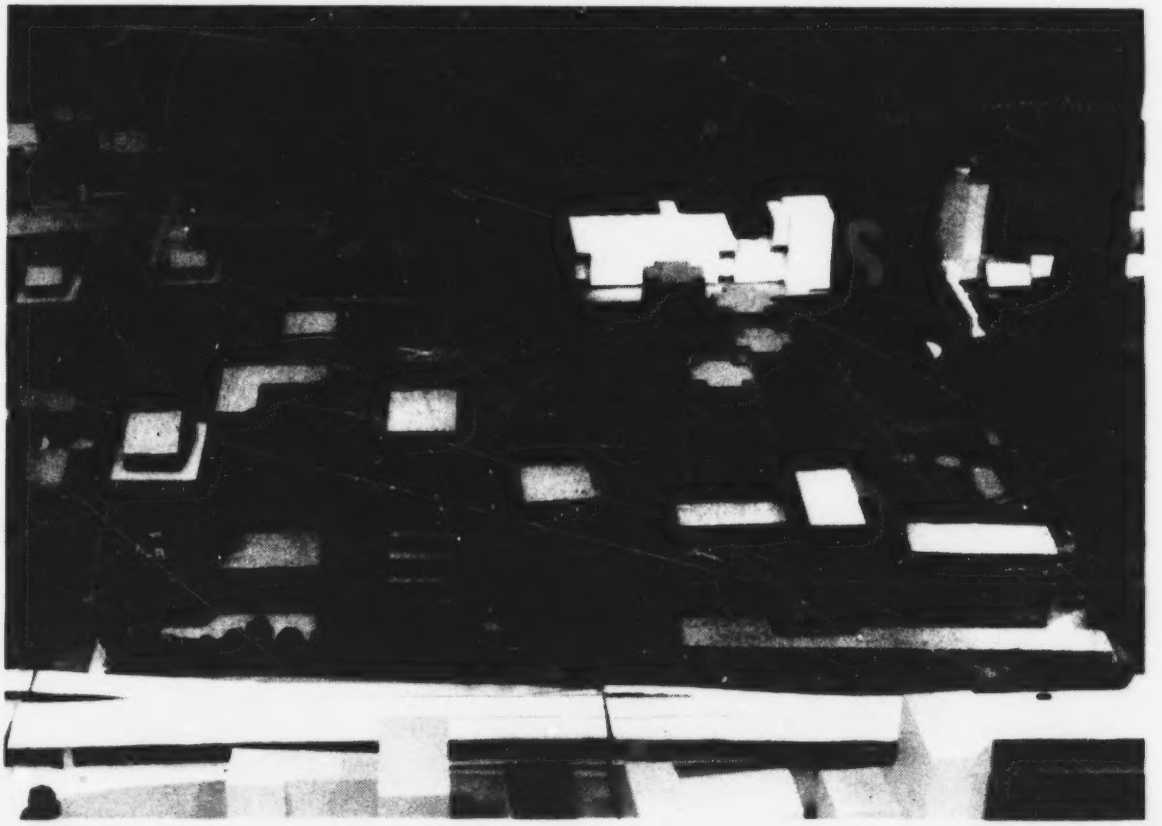


Figure 7 - Spadina Sub-Centre

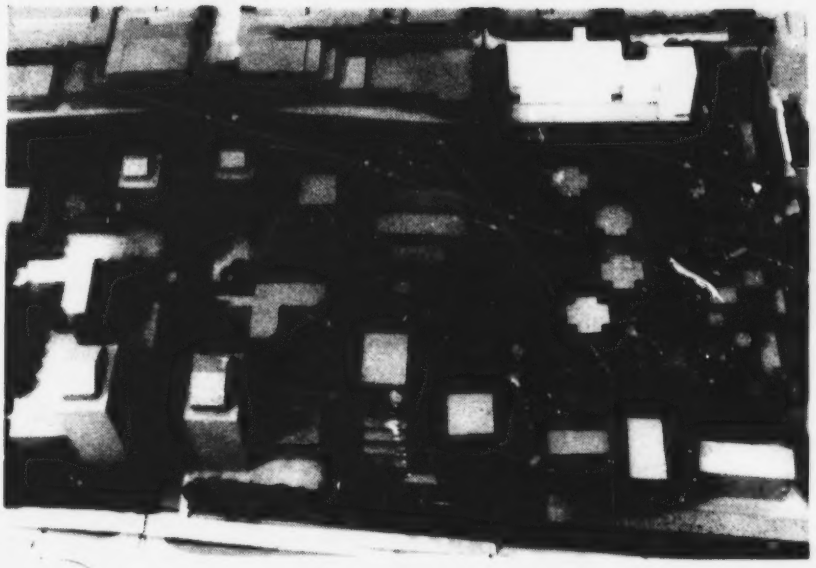


Figure 8
Spadina
Sub-Centre

v) Front Street Development Area

Blocks 21, 28 and 35, north of the rail corridor on the south side of Front Street, are designated the Front Street Development Area on the proposed Land Use Plan. Block 21, east of Spadina, is considered appropriate for commercial development at approximately 5 times the lot area. Blocks 28 and 35, now used as GO storage yards, are proposed to be developed for primarily commercial uses with some industrial space, and are also at a maximum density 5 times the lot area.

Although these densities are comparable to those now permitted in the King-Spadina area to the north (generally 5 to 7 times the lot area), the commercial uses proposed for the Front Street Development Area differ from the industrial uses now being promoted in this portion of the Central Industrial District. (See Section 1.3.2 "Planning Context"). The decision to recommend primarily commercial rather than industrial uses to this portion of the Railway Lands was based on the following considerations.

First, it is considered desirable to ensure strong links between Front Street development and the Spadina Sub-centre to the south. Consistency in the uses and densities permitted in the two areas will help to ensure that the Spadina Sub-centre is not effectively cut off from the City to the north by the rail corridor.

Second, a major objective for this area is the relocation or at least the reconstruction of the GO storage yards in order to permit development on the south side of Front Street between Spadina and Bathurst. The relocation and/or building over these

yards is desirable since they are incompatible with the residential uses proposed for the Bathurst-Spadina Neighbourhood and being promoted in the Niagara and King-Spadina areas to the north. The storage of GO-trains in this location is also considered undesirable by the Globe and Mail, located across Front Street. The allocation of commercial development potential which must be used on the GO storage yards blocks provides a strong incentive to CN to relocate and/or build over the yards.

Third, the redevelopment of Front Street as a major City street with a strong building edge, a high standard of urban design and a pleasant pedestrian environment is also an important objective. The allocation of commercial uses, including a street related retail requirement, is considered an important incentive for the realization of this objective.

Finally, the allocation of commercial development potential to the areas north of the rail corridor and south of Front Street will permit the development and marketing objectives of CN Realty to be realized without over-developing the Spadina Sub-centre for non-residential and office uses.

With the densities and uses discussed above, the Front Street Development Area will generate approximately 183 290 square metres (1,973,000 square feet) of non-residential floor area, of which approximately 148 640 square metres (1,600,000 square feet) would be office space and 23 600 square metres (254,000 square feet) would be industrial. (The proposed density of the industrial uses is approximately one times the net area of Blocks 28 and 35.) At 5x coverage across the Front Street Development Area, approximately 60 385 square metres (650,000 square feet) of the office potential would be located east of Spadina and approximately 88 255 square metres (950,000 square feet) would be located west of Spadina on the GO storage yards.

The 5 times non-residential potential proposed for these sites could be constructed in a form which emphasizes the corners of Front Street and Spadina Avenue in order to create a sense of entrance to the Spadina Sub-centre to the south. Alternatively, height limits could be used to ensure that development is more evenly distributed across the site in building forms more consistent in scale with the large older industrial buildings on Spadina Avenue to the north, and with the form of new development on Front Street to the east.

vi) Bathurst-Spadina Neighbourhood

Consistent with the existing Part I Official Plan, the area south of the rail corridor between Spadina and Bathurst has been designated for residential uses comparable in scale and form to the St. Lawrence Neighbourhood. At an average density of approximately 250 units per net hectare (100 units per net acre or about 2.5 times the area of the lot) this area could include between 2,000 and 2,500 units, with up to 18 500 square metres (200,000 square feet) of local retail and service uses.

Built form studies of this area suggest that an appropriate pattern for this development potential could include 8-10 storey apartment buildings along both sides of The Esplanade West and north of the Gardiner Expressway, with lower buildings along both sides of the most southerly east-west street, and along the south side of the most northerly east-west street. Higher buildings could also be appropriate on the Bathurst Street frontage. This pattern of development could generate up to 500 grade-related units suitable for families with children.

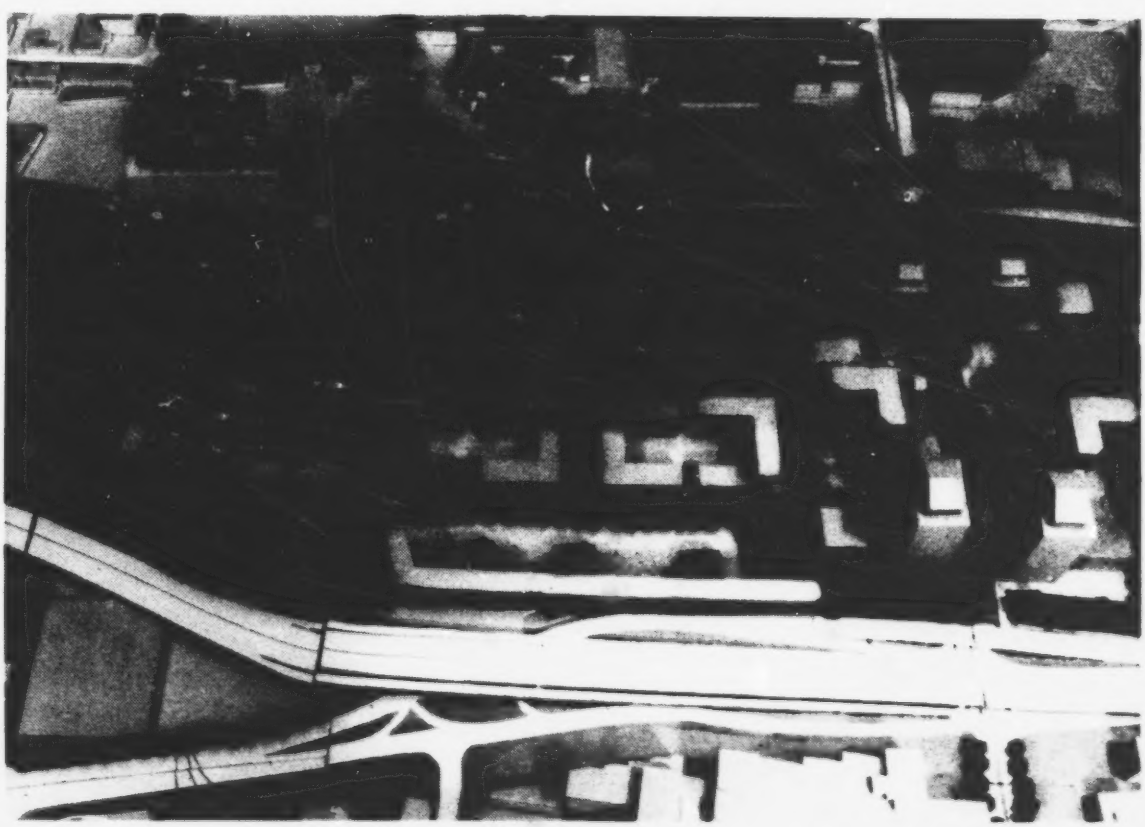


Figure 9 - Photograph of the Bathurst-Spadina Neighbourhood as shown on the Planning and Development Department model.

Parking generally can be accommodated below grade without going below the water table, but above grade parking could be used to create a barrier against the Gardiner. The most northerly east-west street could be built at an elevation sufficient to create a barrier against the rail corridor.

A major public open space is shown on the Land Use Plan in the centre of the proposed Bathurst-Spadina Neighbourhood (Block 26A). If a school and/or community centre is required, these facilities should be provided adjacent to the park.

As discussed in Section 4.2.5 of this report, CN has agreed to convey to the City land sufficient to accommodate one third of the units called for on its lands west of John Street. It would be desirable for most of this land to be located in the Bathurst-Spadina area. It could be developed, as on Bathurst Quay in Harbourfront, by both the City Non-Profit Housing Corporation and private non-profit housing groups.

Figure 6 is a photograph of the Bathurst-Spadina Neighbourhood as shown on the Planning and Development Department model.

vii) Extension of Fort York

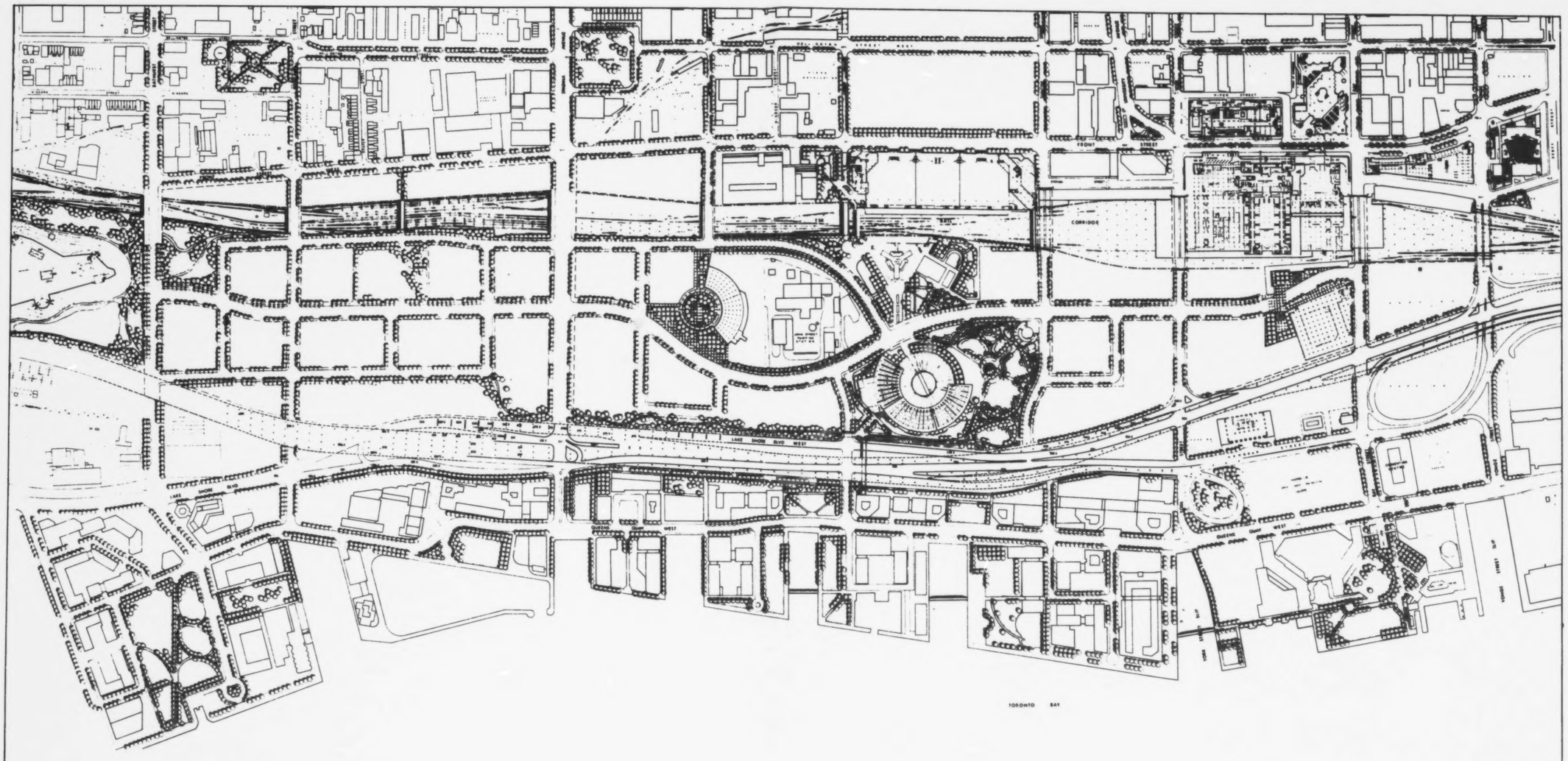
A long-standing objective of both the City and the Toronto Historical Board is the creation of a more suitable setting for Old Fort York. Block 36 has been designated Open Space on the proposed Land Use Plan in order to permit an extension of the Fort York grounds east of Bathurst into the Railway Lands. The treatment of this extension and its relationship to the proposed Parks and Open Space Plan is discussed in Section 2.4 of this report.

2.4 Proposed Parks and Open Space Plan

Public open spaces, like public streets and sidewalks, are fundamental elements of the City's infrastructure, and as such are important determinants of urban form. Consequently, the need to establish a comprehensive system of public open spaces was an important consideration in the formulation of the proposed Streets and Blocks and Land Use Plans discussed in the preceding sections of this report and the proposed Parks and Open Space Plan, set out on Map 6, is an essential complement to these other two Plans, and an integral component of the Development Concept.

2.4.1 Principles and Objectives

The main principles behind the proposed Parks and Open Space Plan are based on statements related to parks and open space in the 1978 "Goals and Objectives" (See Appendix 2 to this report). These main principles can be summarized as follows:



PARKS AND OPEN SPACE 6

RAILWAY LANDS PART II:
DEVELOPMENT CONCEPT

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPT

1. Parkland and other public open spaces in the Railway Lands should be used to integrate the Downtown and the Central Waterfront.

2. The development of the Railway Lands should provide for both indoor and outdoor and active and passive recreational opportunities.

3. The development of the Railway Lands should include the creation of a major park which is accessible to the Downtown, and which links Harbourfront and the Lake with the Downtown.

4. The public open space system for the Railway Lands should be linked to Fort York and the accessibility and setting of the parkland surrounding the Fort should be improved.

5. Local parkland should be provided in the Railway Lands to at least the same standard called for in the City's Official Plan for the remainder of the Central Area, and should be carefully designed to relate to specific local conditions.

In addition to these main principles, the proposed Parks and Open Space Plan is intended to realize the following specific objectives:

- The public open space system should consist of a few large and significantly located sites, and should not be comprised of "left-over" pieces of land, or sites allocated to open space use because they are undesirable as development parcels.

- Among these significant sites should be a major open space south of Union Station to provide a focal point for pedestrian links through the station to the Financial District, and across Lakeshore Boulevard to the Central Waterfront.

- Linear open space corridors should be used to provide safe and convenient access between discrete parks and open spaces.

- Wherever appropriate and feasible, pedestrian links should be provided across the rail corridor to major open spaces within the Railway Lands.

- Significant aspects of the history of the railways should be respected, where appropriate and feasible, by restoring and incorporating railway heritage structures into the open space system.

- Public open spaces should be designed to be significant in relation to the form of adjacent buildings, and to take advantage of adjacent building facades as a means of reinforcing their three dimensional volumes.

- Major public open spaces, wherever possible, should be defined by public streets.

- The open space system for the Railway Lands should both provide for the needs of the local population and include the regionally significant open spaces and facilities called for by the central location of the Railway Lands in relation to the metropolitan area.

The components of the open space system designed to realize these main principles and specific objectives are set out below, and shown on the proposed Parks and Open Space Plan. It should be noted that the treatment of various open spaces on this Plan is intended for illustrative purposes only, and should not be regarded as finalized designs for the open spaces.

2.4.2 Components of the Proposed Parks and Open Space Plan

i) Central Park

The largest element of the proposed Parks Open Space Plan is a 12.15 acre central park extending from John to Simcoe Streets, south of The Esplanade West. This park is linked to existing and proposed open space at the base of the CN Tower on the north side of The Esplanade West. Taken together, these open spaces comprise approximately 18 acres.

This large open space is a major component of the John Street pedestrian corridor which connects the CN Tower and Convention Centre area to the open space at John Quay in Harbourfront. The development of this park would thus realize the objective set out above of creating a major park linking the Downtown and Harbourfront. It would also help to alleviate the well documented shortage of public parkland in the Central Core of the City, a shortage which the Central Core Parks Program, adopted as part of the Central Area Plan, has not been able to significantly reduce.

Figure 10 illustrates how this central park could be designed to feature three important railway heritage elements - the CP Roundhouse, coal/sand loader and water tower. As discussed in Section 2.5 of this report, the CP Roundhouse could be retained and renovated for use as a railway museum, a project in which the Canadian Railway Heritage Association (CRHA), Heritage Canada and other agencies have expressed considerable interest. The CRHA will, in fact, be making a specific proposal to develop and operate such a facility, which could serve as a major, year-round recreational attraction.

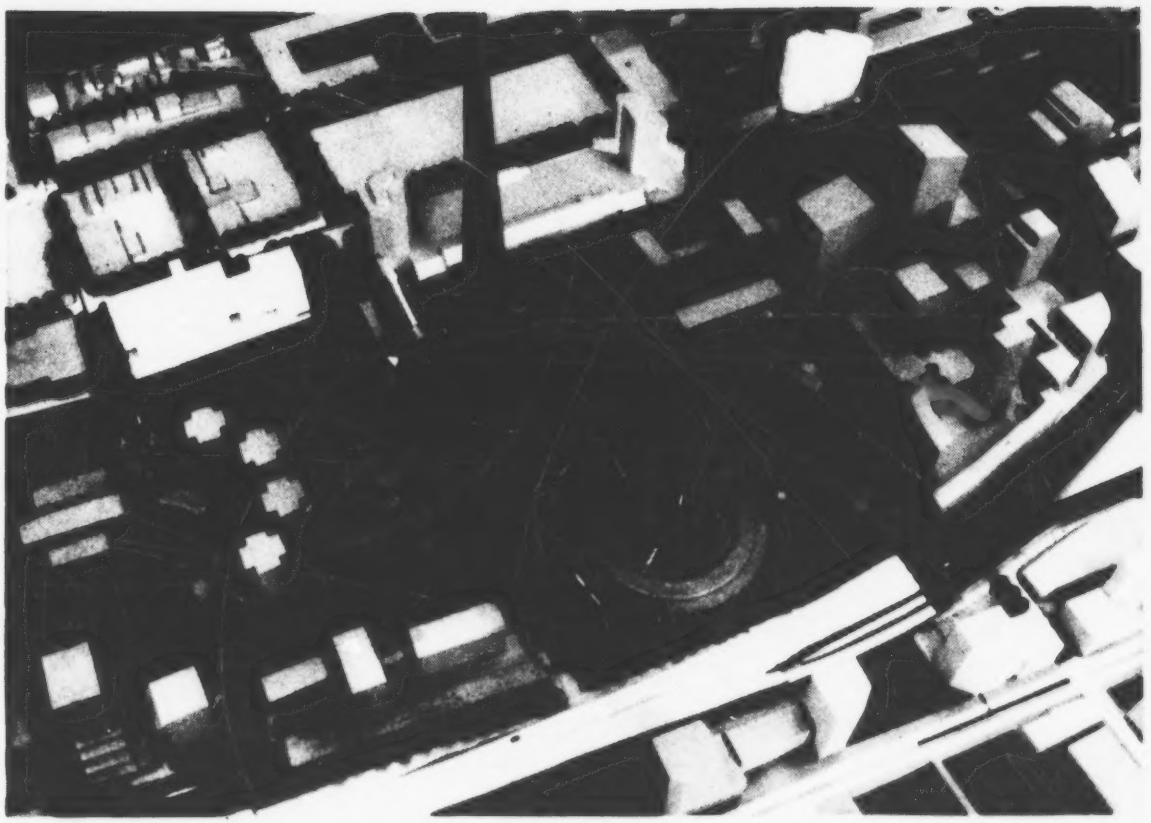


Figure 10 - Central Park

The schematic presentation of the central park in the Parks and Open Space Plan suggests how these railway heritage elements would be complemented by other facilities, including a large pond suitable for ice skating in the winter, and open areas suitable for use as an outdoor theatre. Treated in this manner, the central park could complement the activities at Harbourfront, and would offer additional recreational opportunities for the large number of tourists drawn to the CN Tower.

While these features will attract tourists and other users throughout the metropolitan region, the central park would also provide open space for people working in the Financial District, the local residential community, including those living and working in the high density area to the east, and in the lower density, more predominantly residential areas to the west.

ii) Fort York Extension

Within the boundaries of Old Fort York are the oldest standing buildings in the City of Toronto. Many Torontonians, however, are unaware of the Fort, principally because of its isolated location wedged between the rail corridor and the Gardiner Expressway. Despite its awkward physical setting, however, the Fort is extremely well-used. Thousands of tourists and school children visit the Fort each year, with many students spending planned weekends on the Fort grounds. Development of the Railway Lands provides an opportunity to make badly needed improvements to the periphery of the Fort, giving it the prominence and dignity it deserves.

These improvements include the extension of the Fort's grounds east of Bathurst Street into the Railway Lands and the possible development of a new entrance and orientation centre on the eastern side of the Fort York grounds, the location of the original entrance to the Fort. Improvements to the Fort should also take into account the desirability of improving its relationship to the CNE grounds and Ontario Place.

Figure 11 - Old Fort York

iii) Development-oriented Open Spaces

Union Plaza

The most significant open space proposed for the area east of Simcoe Street is a large urban square or plaza immediately south of Union Station. This space would provide a large public forecourt to a new south face for Union Station and is on the axis of the proposed major pedestrian route through Union Station. Union Plaza is shown on the Parks and Open Space Plan as extending to the south side of The Esplanade West, where it could be defined to the east by the west wall of the historic City Delivery Building, and to the south and west by new development in the proposed Financial District extension. See Figure 12.

Figure 12 - Union Plaza

The exact size and configuration of Union Plaza will be determined in conjunction with the construction of the The Esplanade West, and the integration of transit services, and new development on Blocks 4, 5 and 5A. Careful attention to the relationship between this new development and the Plaza will ensure that the Plaza's three dimensional volume will be well defined and that it receives adequate sunlight.

CN Roundhouse

The feasibility of retaining and incorporating some portion of the CN Roundhouse into new development in the proposed Spadina Sub-centre has been examined by both CN Realty and departmental staff. It has been agreed that the undertaking is not only feasible but also could provide the focus for a unique development similar in concept to successful redevelopments such as Boston's Quincy Market. The circular open space at the centre of this development should provide a focus for pedestrian activity in the area west of the CN Tower. Figure 13 illustrates how this open space might look in relation to surrounding building forms.

Figure 13 - Canadian National Roundhouse

iv) Bathurst-Spadina Community Park

West of Spadina and north of The Esplanade West, the Parks and Open Space Plan indicates a minimum 2.5 acre park to serve the Bathurst-Spadina Neighbourhood (See Figure 14). The exact limits of this park will, of course, be determined when a site-plan for the Bathurst-Spadina Neighbourhood is developed. Should a school and/or community centre be required, it should be located adjacent to this park.

Figure 14 - Bathurst-Spadina Community Park

v) Open Space Corridors and Linkages

The proposed Parks and Open Space Plan includes linear open space corridors and pedestrian linkages intended to improve the accessibility of public open space, to provide cycling and jogging routes, and to connect Railway Lands open spaces to areas outside the Lands.

Pedestrian bridges across the main rail corridor at Simcoe and John Streets, and between Spadina Avenue and Portland Street in the Bathurst-Spadina Neighbourhoods are important linkages to areas outside of the Lands. Figure 15 illustrates how such linkages could be developed.

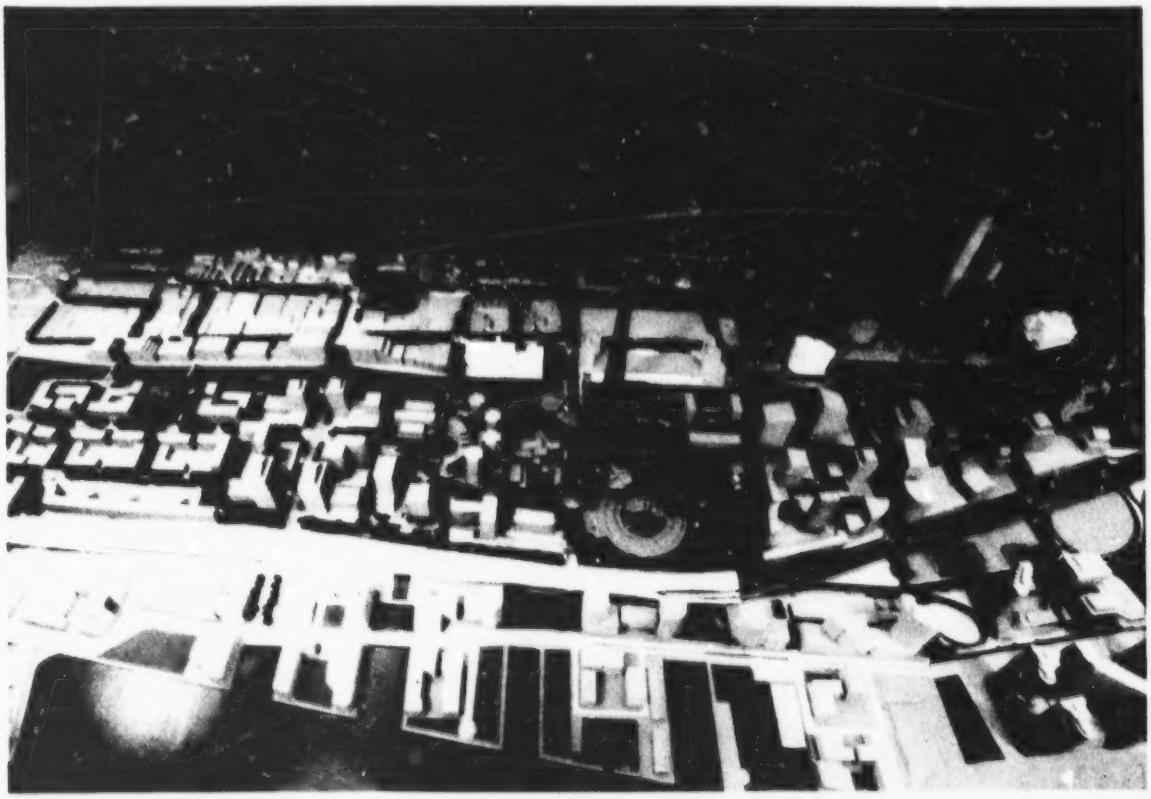


Figure 15 - Illustrates recommended Open Space Corridors and Linkages

In addition to these external pedestrian linkages, the Parks and Open Space Plan indicates two major east-west open space corridors which traverse the Lands. The South Corridor is the larger of the two, and will follow the embankment of the CN High Line once these tracks are relocated into the main rail corridor. This corridor will begin at Simcoe Street and extend through the Central Park, across John Street, along the southern edge of the Spadina Sub-centre and across Spadina Avenue into the Bathurst-Spadina Neighbourhood where a north-south link is made to the Fort York extension. The design of this proposed link at Spadina Avenue will have to be examined in relation to the reconstruction of the Spadina bridge.

The North Corridor is immediately south of the rail corridor and links the open space around the CN Tower through the Bathurst-Spadina Neighbourhood to the Fort York extension. From this system of linkages, connections can be made to the Exhibition, Ontario Place and the Western Beaches. Easterly connections are possible to the proposed Martin Goodman Trail and the Don Valley.

In addition to these two corridors, the right-of-way for The Esplanade West is sufficiently wide to accommodate a generously dimensioned sidewalk on the north side of the street which will also function as a linear open space corridor.

Of particular importance are pedestrian linkages south from Union Station as a continuation of existing sidewalks, the "Blue Route", and possibly the teamways and/or the main concourse of Union Station. Such linkages are essential to provide convenient pedestrian access to and from the Central Waterfront and the Ferry docks. While it is difficult to predict all the specific locations for such links, it is apparent that given the volume of people, all reasonable opportunities should be exploited.

The Open Space system shown on the proposed Parks and Open Space Plan and described above will generate a total of approximately 30 acres of parks and public open space. While the locations of the open spaces designated as such on the Land Use Plan are relatively easy to define, other, smaller open spaces will not be defined until development is actually under way.

2.5 The Role of Railway Heritage

To a large extent the history of Canada parallels the history of its railways. Certainly the growth of the Canadian railway network has affected the patterns of settlement at every level, from the large scale layout of tracts of agricultural land, to the subdivision of suburban land, to the form of individual cities. The interaction of railway expansion and urban development is clearly visible in Toronto, where the prospering of the City has gone hand in hand with the growth of its railway network.

A major theme of this report, and of all work on a Part II Plan for the Railway Lands, is the need to ensure the integration of new development with the existing urban fabric. Just as it is important to ensure that new development in the Lands is not cut off from the older parts of the City, it is also important to ensure that present day Toronto remains connected to its past, in this instance, its railway heritage. For this reason an important objective in the formulation of the Part II Development Concept has been the need to incorporate into the Railway Lands development, certain significant elements of existing and historically significant railway infrastructure.

The realization of this objective has been furthered by an on-going, two part study of Toronto's existing railway facilities. The first part of this study, "Railway Heritage Study in Toronto", was produced by Historica Research Limited and published in April of this year. This study identified significant themes in the history of Toronto's railway development, and illustrated these with examples taken from complete inventory of existing railway facilities. The second part of the study, initiated by Mayor Eggleton and being carried out by Mesrs. Alan Burton and Warren Davis, is now in progress and addresses the potential for adaptive re-use of these facilities.

An important part of this second phase is the evaluation of existing structures in the Railway Lands, particularly the CP Roundhouse, the facilities surrounding it and the CN Roundhouse. The planning process for the Railway Lands has allowed for the inclusion of these heritage elements in order to ensure that the study can proceed without prejudice to its conclusions.

In particular, as noted in the preceding section of this report, the Open Space Plan has incorporated the CP Roundhouse as a possible railway museum and has allowed for retention of the coal/sand loader and water tower as elements in the open space landscape. In addition, a significant portion of the CN Roundhouse and the form of its turning circle have been incorporated, both by departmental staff and consultants for CN Realty, in built form studies for the eastern portion of the Spadina Sub-centre.

Although it would not be appropriate to prejudge the conclusions of the on-going Phase II Study by assuming in advance that all of these particular structures will be considered appropriate for retention and re-use in these specific ways, it is useful at this point to describe briefly the characteristics which make them significant from a heritage point of view. All of these structures are identified on Map 1, "Existing Conditions".

CP Roundhouse and Related Facilities

The CP Roundhouse, which is located just west of John Street, south of the CN Tower, was constructed in 1928, and included what was at that time the most advanced system available for handling steam locomotives up to 660 tons. This state-of-the-art system was called the direct steaming method, and allowed the locomotives fire to be dropped before entering the roundhouse. Once inside, the boiler pressure was maintained by high pressure steam provided from the Toronto Terminal Railways central heating plant. This system eliminated the need for locomotives to burn coal for extended periods of time in the railway terminal area.

The buildings surrounding the CP Roundhouse are virtually intact, and almost completely unchanged since their construction in 1929.

The CP Roundhouse, and the adjacent coal/sand loader and water tower have been included by the Toronto Historical Board (THB) on its Inventory of Buildings for architectural and historical reasons. The THB report on the decision to list the structures notes that they are all "historically significant as Toronto landmarks which can be identified with an era when the railway industry was of prime importance to the development of Canada as a nation".

CN Roundhouse

The CN Roundhouse, located just east of Spadina Avenue, is to a certain extent a mirror image of the CP Roundhouse. The most striking differences in the otherwise similar complexes are the CN Roundhouse's sickle-shape and its tall chimney used for smoke abatement. (The CN Roundhouse did not use the direct-steaming method.) A circular track on an adjacent embankment is still used for turning trains.

Once the Phase II Study on the retention and re-use of railway structures is complete, the future of these structures can be more definitely determined. However, their retention and re-use has been allowed for in the development of the Streets and Blocks, Land Use and Parks and Open Space Plans. Along with Union Station, whose retention is a matter of long-standing city policy, these structures could be retained and incorported into new Railway Lands development as a means of ensuring an understanding and appreciation of Toronto's past.

2.6 Part II Development Concept - Summary

The elements of the proposed Part II Development Concept for the Railway Lands have been presented in the context of three

complementary plans - Streets and Blocks, Land Use and Parks and Open Space. Figure 16 is a three-dimensional drawing illustating a possible development scenario under the proposed Development Concept. It shows building forms, building-street relationships and public open spaces that the implementation of these three plans could generate.

East of John Street the drawing shows an extension of the Financial District, which is focussed on the intersections of York Street and Bay Street with The Esplanade West. This area is shown developed at densities and with uses comparable to those now permitted in the existing Financial District to the north. West of the Financial Street Extension and bordering on the central open space is the South Downtown High Density Mixed Use Area, which is similar in terms of density and the overall mix of uses to the West Downtown High Density Mixed Commercial-Residential District to the north. Further west is a major public park which is linked to the Open Space surrounding the CN Tower and to open spaces in the Downtown to the north and Harbourfront to the south. This park contains the CP Roundhouse, renovated for possible use as a railway museum.

West of John Street the drawing shows the John Street Pumping Station with the John Street residential area to the south, and the Spadina Sub-centre to the west. The Spadina Sub-centre is to be comparable in scale and function to other sub-centres within the City, such as Yonge-St.Clair or Yonge-Eglinton. North of the Sub-centre is the Front Street Development Area, and to the west is the Bathurst-Spadina Neighbourhood.

Although schematic in nature, this drawing clearly illustrates the two most important features of the proposed Development Concept. First, it has been planned to be part of the existing City fabric and not a separate project, and second, it has been planned to permit development over an extended period time in much the same way that the remainder of the City has developed, and will continue to develop.

Not a Project, But Part of the City

While Metro Centre was designed as a three-dimensional mega-structure with separate pedestrian, vehicular and service systems, the Development Concept now proposed is based on a straightforward extension of the existing City pattern of streets and blocks into the Railway Lands. This approach emphasizes streets as important public places with a well-defined relationships to adjacent buildings and open space. No unusual street designs are proposed and the street rights-of-way are sufficiently generous to successfully integrate pedestrians, traffic and transit as is the case elsewhere in the City.

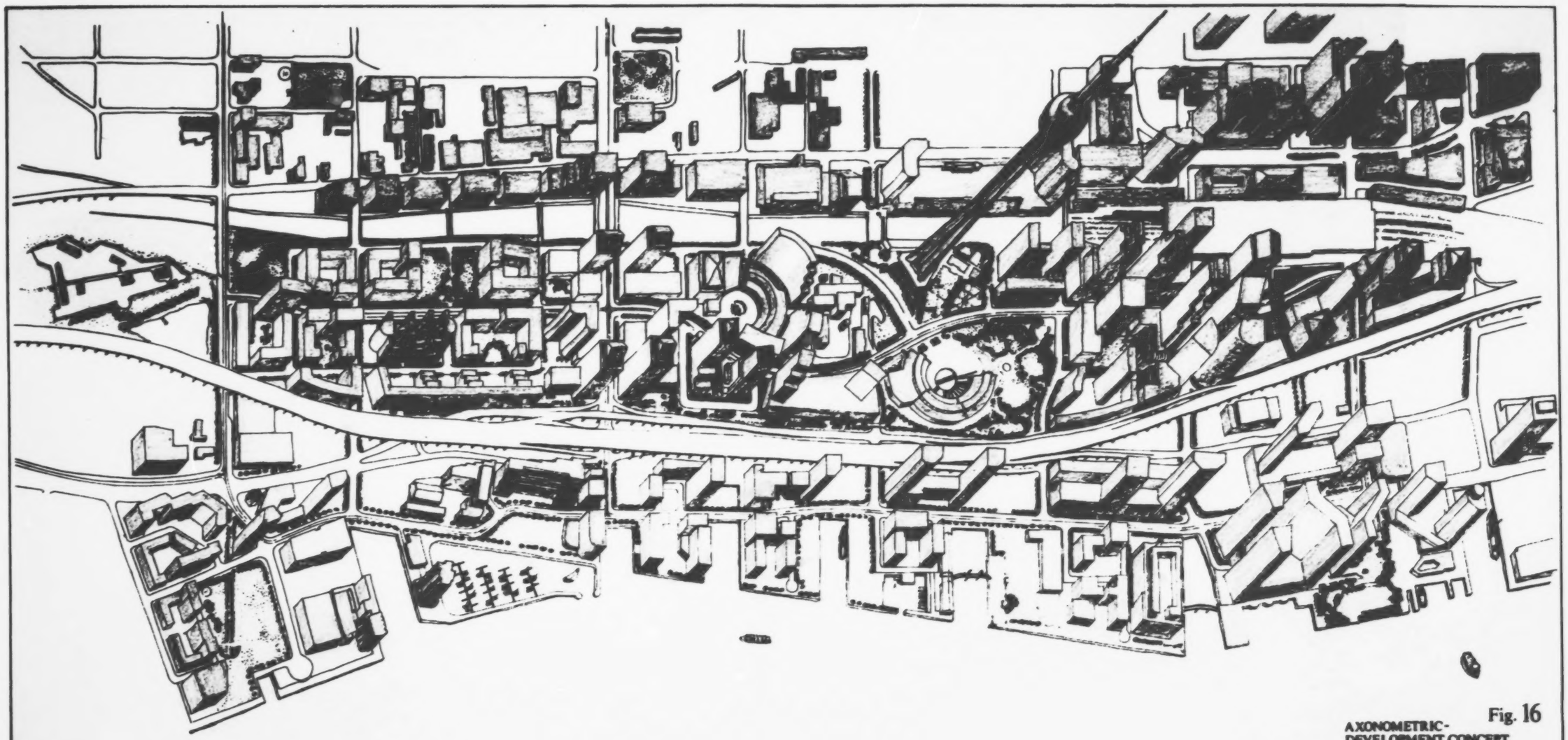


Fig. 16

AXONOMETRIC-
DEVELOPMENT CONCEPT

RAILWAY LANDS PART II:
DEVELOPMENT CONCEPT

The uses and densities proposed in the Land Use Plan are consistent with those in comparable areas of the City, and the Parks and Open Space System has been designed to complement and link into existing open spaces in adjacent areas. As a result, the separate areas shown on the Land Use Plan and described in the text should be thought of not as parts of a Railway Lands project, but rather as parts of the City. As new development takes place, the boundaries which now so clearly define the Railway Lands will become less distinct to the public, with the result that ultimately the Lands will no longer be thought of as a separate entity, but as part of the surrounding urban form.

Development Over Time

The proposed Development Concept has been formulated with the critical objective of permitting the orderly phasing of railway relocation and redevelopment and the incremental provision of infrastructure. It will be implemented over a considerable period of time on an incremental basis, reflecting both the needs of the market place and the rational allocation of public and private investment. This approach differs from that followed in the planning of Metro Centre, which depended on an enormous front-end capital investment to accomplish the relocation of the rail corridor, the construction of a new transportation terminal, and the provision of a complex three-dimensional system of streets and pedestrian routes designed to serve a highly specific layout of buildings.

Finally, while the Development Concept is specific in terms of its overall urban pattern, it allows for a great variety of architectural interpretation and initiative at the scale of the individual building. This should permit the construction of separate buildings over time which reflect the public and architectural values of their day.

Figure 17 shows a possible evolution of Railway Lands development over time.

The Development Concept proposed in this report will be subjected to an intensive review by the public and by other agencies and interests before it is translated into Official Plan statements and Zoning By-law amendments. Throughout this process the two main principles described above should be kept in mind, and should be reflected in the final proposal brought before City Council for its approval.

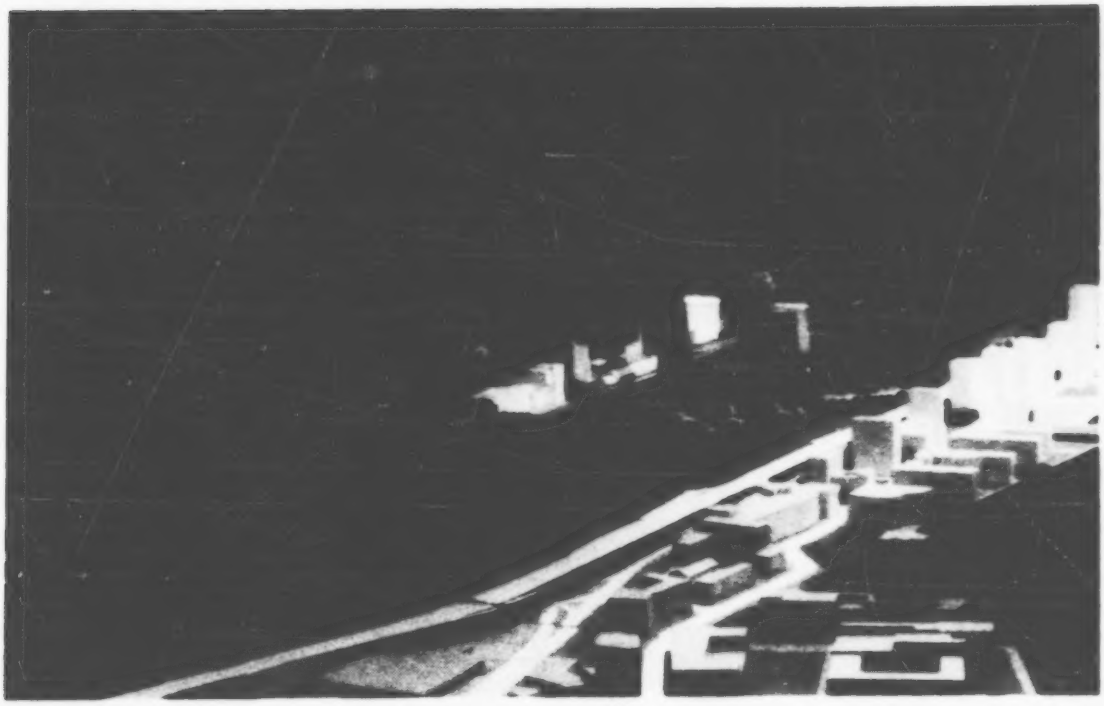


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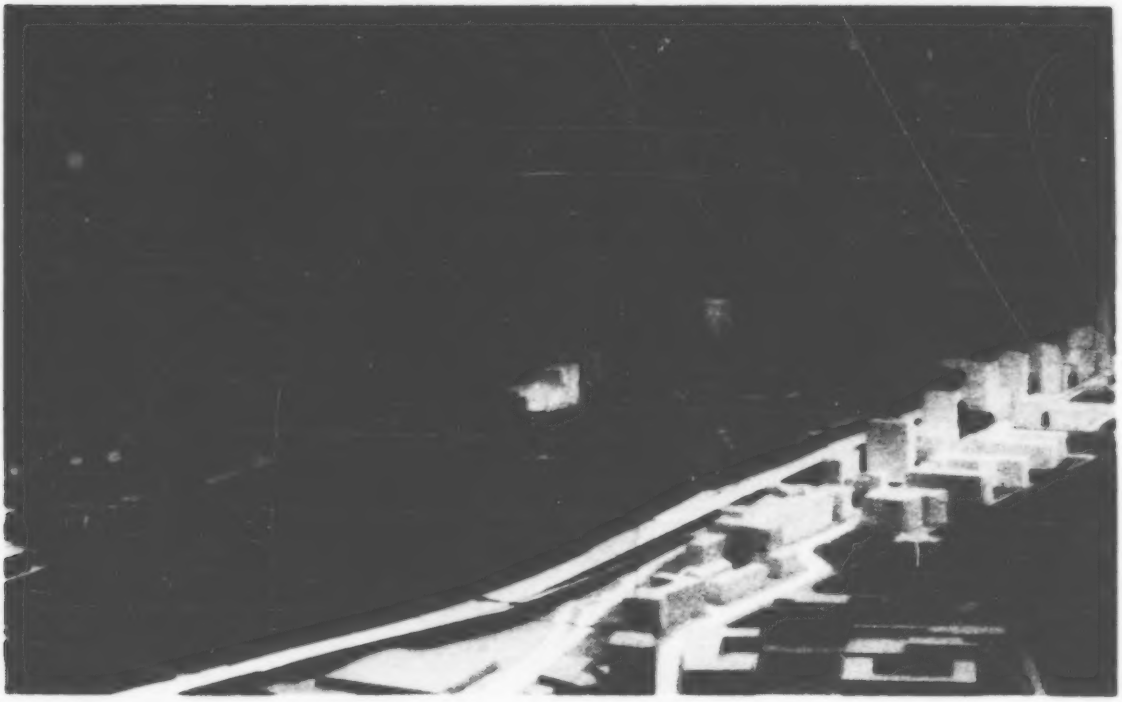
Figure 17 - Incremental Development



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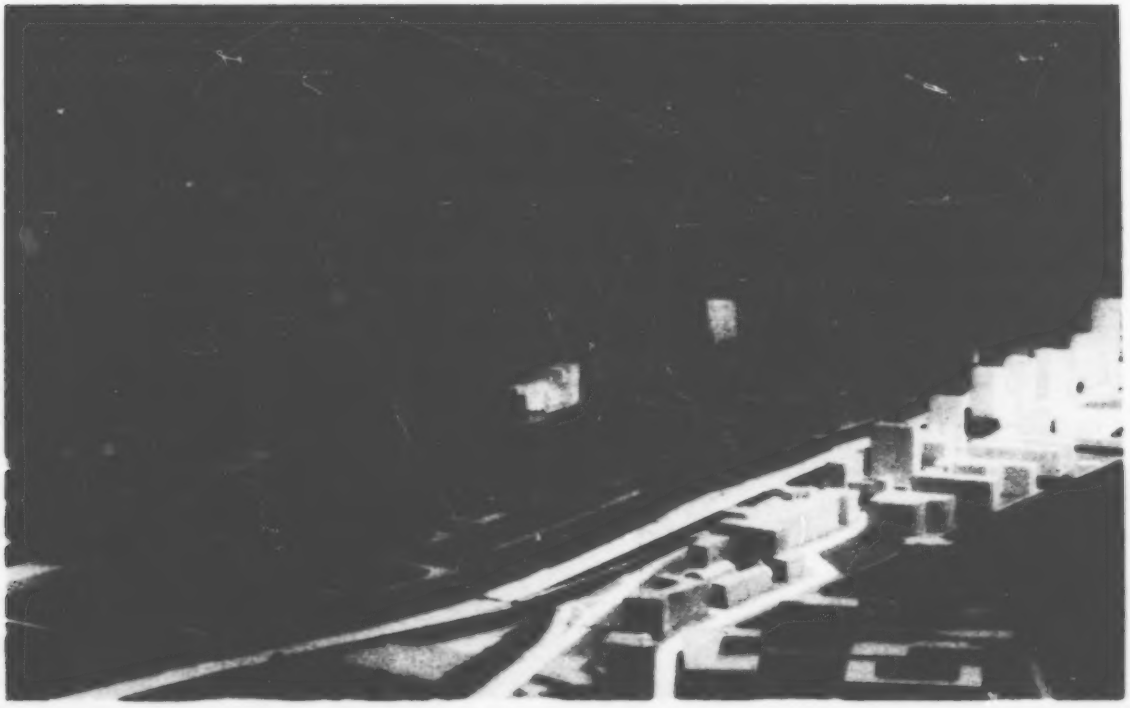


4

TRANSPORTATION ANALYSIS

3. Transportation Analysis of the Development Concept In the Context of the Central Area

3.1 General Approach

This section first looks at the functional characteristics of the internal road system (Road Concept Plan) proposed for the Railway Lands. Second, it places the development potential of the Part II Development Concept in the context of Central Area development potential and transportation requirements. Third, it sets out the conclusions of an on-going study of regional transportation improvements required to service projected development levels proposed for the Central Area as a whole, including the maximum development potential for the Railway Lands proposed in the Part II Development Concept. Finally, it discusses the integration of local and regional transportation improvements, including an estimate of the approximate dates by which certain major regional transportation improvements to serve the Central Area could be required.

3.2 Local Access

3.2.1 Railway Lands Proposed Road Concept Plan

The principal east-west street, The Esplanade West, runs through the entire length of the Railway Lands from Bay Street to Bathurst Street, and no extensions beyond these streets have been proposed. The Esplanade West is designed to function as an internal distributor, providing the major means of access to development parcels within the Railway Lands. In addition, The Esplanade West will function as a service road providing circulation opportunities in order to maximize access to the Gardiner/Lakeshore road corridor.

John Street is extended north from Lakeshore Boulevard to The Esplanade West, and will complement a proposed southward extension of Simcoe Street. The major function of the Simcoe Street extension is to provide an alternative to York Street south of Front Street. The extra north-south capacity provided by the extension is needed to carry the traffic volumes across the Railway Lands into the Central Area, while allowing sufficient capacity at intersections with The Esplanade West for traffic coming into the Railway Lands. In order for Simcoe Street to function in a manner parallel to York Street south of Front Street, the York Street off-ramp will likely have to be relocated. This is discussed below in the context of the improvements required to integrate the local and regional road systems.

The Development Concept also anticipates improvements to existing north-south streets. These would serve the dual purpose of facilitating development of the Lands and improving access opportunities within the Central Area as a whole. The Spadina

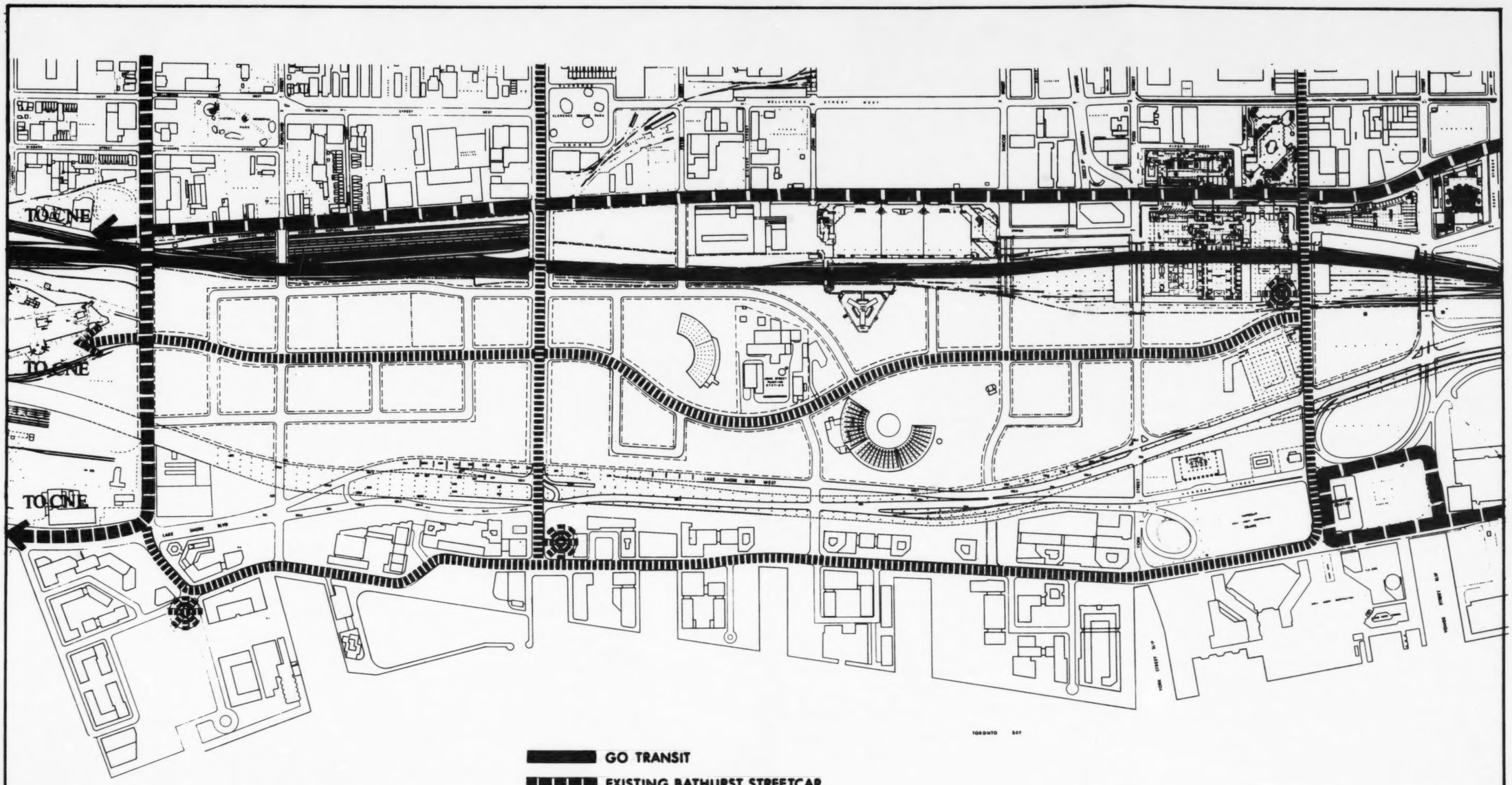
bridge south of Front Street should be rebuilt at an early stage to allow a full 6 lanes, with an additional protected transit right-of-way for a streetcar/LRT. The Bathurst Street bridge is adequate in terms of width, but the structure may need to be replaced, and the elevations changed to connect to the proposed Esplanade West. York Street will need to be widened to 6 lanes south of Front Street, but this may only be practical south of the rail corridor. The widening of Bay Street in some limited form will be needed to accommodate the protected right-of-way for the proposed LRT transit service from Queens Quay in Harbourfront to Union Station.

The local road scheme allows for Portland Street to be extended south across the Railway Lands to Lakeshore Boulevard, and for Peter Street to be extended across the rail corridor to link into the local street pattern. These two streets will provide further, but more limited access into the Railway Lands from the adjoining Central Area roads.

3.2.2 Proposed Harbourfront-Railway Lands Transit Plan

The local transit plan proposed here is intended to serve new development in both the Railway Lands and Harbourfront, and is based on the use of on-street transit technology. Streetcars, operating in certain areas on protected rights-of-way, together with a bus service on Front Street, will provide adequate capacity at a satisfactory level of service for the normal, peak-hour weekday flows projected. The proposed transit scheme is shown on Map 7. The street widths proposed in the Streets and Blocks Plan will allow for the streetcar operation to be upgraded to LRT standard on The Esplanade West. The service from Bay Street south to Queens Quay, then westwards through Harbourfront to Spadina Avenue, could operate on a protected right-of-way over sections of its route. It is proposed that the Spadina Avenue service from Bloor to Queens Quay be provided by an LRT facility on its own right-of-way.

These proposed services on The Esplanade West and Queens Quay/Bay Street both require off-street transit loops and loading/unloading areas at their terminals. The transit plan identifies three locations where such turning loops and loading areas could be required: in the area of the Bathurst Street and Queens Quay intersection, at the foot of Spadina Avenue and at Union Station. The most significant and complex of these is at Union Station. The intersection of The Esplanade West with Bay Street is a difficult one, with potential conflicts between vehicles, transit and large pedestrian flows. The integration of the proposed transit routes with Union Station and the Road Concept is considered an important design issue and these potential conflicts will have to be resolved at an early stage.



GO TRANSIT

EXISTING BATHURST STREETCAR

PROPOSED STREETCAR LRT

PROPOSED BUS

PROPOSED STREET LOOP

TRANSIT 7

RAILWAY LANDS PART II: DEVELOPMENT CONCEPT

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3.3 Central Area Land Use-Transportation Study

In the eight years since the Central Area plan was adopted by Council, the land use controls affecting the Central Area have undergone revision while the transportation policies established in the Central Area Plan have remained essentially unchanged. In the interests of ensuring an appropriate balance between development potential and transportation capacity, and of identifying any related changes which may be required to the City's transportation policies, we are currently reviewing the balance between the development potential of The Central Area and the capacity of the transportation system. To this end, a comprehensive, computer-based transportation/land use model has been developed to analyze the long-term transportation impacts of the office development potential of the Central Area, both north and south of Front Street. The findings of this analysis as they relate to transit have already been released in earlier reports responding to the proposals contained in the joint Metro/TTC "Accelerated Rapid Transit Study". However, a complete review of the Central Area situation requires that the adequacy of not only future transit but also future road capacity be studied.

Analysis conducted with the transportation/land use model to date has indicated that, even with a substantial shift in the future modal choice of commuters in favour of transit, increased road capacity in the Gardiner/Lakeshore corridor will be required if the anticipated levels of peak-hour, vehicular traffic into and out of the Central Area are to be satisfactorily accommodated. Approval of the improvements proposed in this report to achieve this increased road capacity would be inconsistent with certain transportation provisions contained in the City's Official Plan. However, if the increased capacity is required, approval of the necessary facilities and revisions as required to the City's Official Plan would be consistent with the important planning objective of maintaining a balance between the planned transportation capacity and the planned level of development for the Central Area.

3.4 Regional Access

3.4.1 Study Approach and Assumptions

The existing Central Area land use-transportation model referred to above has been used to analyze the transportation implications of the level of office development proposed in the Railway Lands Part II Development Concept in the context of the entire Central Area. This transportation-land use analysis focusses on the peak-hour travel demands generated by committed and office development potential. However, allowance has also been made, in general terms, for non-commuter trips and for trips which pass through the Central Area during the peak hour. Particular attention has been given to the identification of improvements needed in regional

transportation facilities to service potential development in the Railway Lands and Waterfront areas. The study technique is similar to that adopted by Metropolitan staff in preparing their Central Waterfront Transportation Study (May, 1983). The City's computer model permits a more detailed range of transportation and land use options to be tested.

Using January 1983 floor space figures, along with existing data on population, employment and travel characteristics, estimates were made of the key parameters to be used in forecasting future, peak hour travel demands in the Central Area. The most significant of these are briefly summarized below.

(i) Floor Space Per Worker

In order to convert office space potential to transportation demand, it is necessary to estimate the number of employees the office space is likely to accommodate. Based on present data, 25.5 sq. metres of floor space per office worker has been assumed as an average for study purposes.

(ii) Vacancy Rate

Not all office floor space is occupied at any one time. Some space is unleased and other leased space is unoccupied due to such factors as firms relocating or changing the utilization of their space. These market and frictional vacancy rates were assumed to be 8% in total.

(iii) Absenteeism

Studies show that on a typical workday, 10% of employees will not be at the office, due either to illness, vacation, or working away from the office, and this assumption was built into the analysis.

(iv) Peak Hour

A general tendency for peak hour trips to spread into the entire two hour peak period has been observed during the past few years, particularly for auto trips. This effect has been taken into account by reducing the peak hour to peak period ratio by 6%.

3.4.2 Estimating Future Office Development Levels

As discussed above the development potential of the Railway Lands has to be added to development anticipated in the rest of the Central Area in order to provide a total picture of peak-hour travel demand. In determining the likely amount of future office development in the rest of the Central Area, all development projects were included for which permits had been issued, or which were under construction or ready for occupancy. Also included were projects for which application to Council had been made,

including those which already had received Council approval. Three further sites were included in this list because development is expected to occur on these sites in the foreseeable future. These were the next phase of Eaton Centre, the CBC site north of Front Street, and the THC lands in the Central Bayfront. These were assessed in terms of their present permitted office density. Harbourfront was also assumed to be developed to its full office space potential. These gave a total anticipated office development for the Central Area, exclusive of the Railway Lands, as follows:

	000's of sq. metres (approx.)
Permits issued, under construction, or completed but not yet occupied	777
Application for approval or approved	885
Additional likely development	540
Total	2 202

To this total was added the maximum of 1 089 250 sq. metres of office floor space envisaged by the proposed Development Concept for the Railway Lands, to produce a total Central Area figure of approximately 3 291 000 sq. metres of office development.

The Railway Lands Development Concept, as described earlier, also proposes a considerable amount of new housing (approximately 5000 units) and provides the potential for a further 277 000 sq. metres of non residential/non-office development. These other non-office uses will be taken into account in the transportation/land use model.

3.4.3 Estimating Future Travel Demands

It is estimated that the 3 291 000 sq. metres of office development potential identified above could accommodate around 120,000 additional office employees. This represents a 40% increase over the present number of Central Area office workers.

The assumption is made that on a typical weekday, 90% of these workers (i.e. assuming 10% absenteeism) will need to travel to work. The location of the origin or home end of present day journey to work trips to the Central Area was determined from the Central Area Parking and Loading Study. In the analysis, this distribution pattern was adjusted in the light of the pattern of expected future residential growth.

Metro estimates of population growth in the next 20 years show that the major residential growth areas lie beyond Metro, principally to the north and west. The transportation model ensures that these regional variations in population increases are

reflected in future trip distributions and that the mode of travel for these areas is consistent with the availability of transportation services from these areas to the Central Area. For instance, work trips from the west beyond Metro use predominately auto or GO transit to reach the Central Area.

In broad terms, this analysis indicated that an additional 68,000 person trips would come into the Central Area in the peak hour (assuming that a small spread of the peak hour occurs, as noted in Section 3.4.1 above). Allowance for non-work trips (assumed to continue as 14% of the peak hour) suggests that the transportation facilities serving the Central Area would have to handle an additional 80,000 person trips in the peak hour. Analysis indicated that such an increase would over-burden the roads if the existing modal split were maintained, and it was determined that a continuing shift to transit would have to occur for all work trips coming into the Central Area, if the level of Central Area development detailed above was to be accommodated. This would require a substantial reduction in the proportion of auto commuters into the Central Area, even though the absolute number of auto users would increase. Specifically, it was assumed that, in the long term, there would be a 5% shift from the auto to transit mode, which represents a 20% reduction in relative auto usage compared to transit. The present modal split was estimated as 21% auto, 62% TTC, 12% GO, 5% other, including walking, taxis, etc. The 5% shift would give a future modal split of 16% auto, 64% TTC, 15% GO, 5% other. The resulting distribution of trips and their mode of travel given this 5% shift, is shown in Table 2 as an increase over the 1981 situation. Certain areas will see minimal increases, reflecting the shift in trip distribution and changing modal split.

TABLE 2
SUMMARY AND DISTRIBUTION OF ESTIMATED
WORK TRIPS ADDITIONAL TO 1981
FOR CENTRAL AREA

- for Morning Peak Hour
- by origin of trip
- by mode of travel*

Origin	Auto	TTC	GO	Total
Central Area	250	3,200	minimal	3,450
Metro West	minimal	4,000	200	4,200
Metro North	minimal	11,500	200	11,700
Metro East	minimal	8,700	1,500	10,200
Peel/Halton Region	3,000	7,200	15,100	25,300
York Region	850	6,500	700	8,050
Durham Region	200	1,800	2,900	4,900
Total	4,300	42,900	20,600	67,800

* The Table excludes trips made on foot, bicycle, taxi or other mode.

This table shows a large increase in auto travel from the regions to the west and north, together with a very significant increase in GO transit use from beyond Metro, particularly the Peel/Halton Region. The TTC ridership increase is substantial and predominantly from within Metro.

3.4.4 Proposed Regional Transportation Improvements

The accommodation of the volumes of traffic forecasted in the Table 2 will require significant increases in the capacity of both the regional road and transit systems, particularly as they relate to the servicing of the Railway Lands and Waterfront areas. Listed below are possible road and transit options which our analysis shows could provide the additional regional transportation capacity required to service the future development potential of the Central Area. It is assumed that the implementation of these improvements would be phased as required by the rate of development. Later in this section, a predicted staging of these improvements is set out, based on an absorption rate of 150 000 square metres of office space per year. (The absorption rate is the rate at which developed floor space is taken off the market. The rate of 150 000 square metres (1,600,000 square feet) per year used here is the average absorption rate for the Central Area over the past six years).

(i) Proposed Regional Road Improvements

To meet the additional auto travel demand to the west and the north west, the following improvements, or their equivalents in terms of capacity, will be required:

- a 4th lane on the Gardiner Expressway in each direction west from Strachan to the Humber;

- a new ramp connection from the Gardiner Expressway to link into an extension of Front Street west of Bathurst Street.

In the east, the need for some limited improvements to accommodate vehicular traffic has been identified, and options appear to include the following:

- widening of the Bayview Avenue extension south of Gerrard Street to three lanes, and improving the connection to Front Street and King Street;

- Leslie Street extension south from Eglinton Avenue to connect with Bayview Avenue;

- widening of Bayview Avenue from Bloor Street north to connect with the extension of Leslie Street;

- possible widening of sections of the Don Valley Parkway.

No detailed evaluation for these options in the east has been undertaken at this stage.

(ii) Proposed Regional Transit Improvements

The long term demand for transit serving the Central Area, as outlined in the Table 2, would require the TTC to carry an additional 42,900 person trips in the peak hour while the GO transit system would need to handle 20,600 additional riders.

The GO system capacity could be expanded incrementally by the use of bi-level cars and the addition of extra peak hour trains. However, beyond the mid-1990's, an upgraded system will be necessary and the GO-ALRT program now being undertaken by the Province, in consultation with area Municipalities, will investigate and develop proposals to this end. GO routes serving the Central Area are expected to remain within the existing rail corridors. This study, therefore, assumes the GO system will be capable of handling the long-term demand estimated here, and that it will continue to operate in the existing rail corridors, with Union Station as its focal point.

With regard to the TTC system, the Metro ARTS study has identified service improvement options that could achieve the required increase in peak hour capacity. These options are:

- in the short term, improved surface transit services by LRT lines on Spadina Avenue and Bay Street with express bus services on Sherbourne;

- in the longer term, the construction of a new relief line running south from Donlands subway station and along the CN/CP rail corridor into Union Station. Eventually this would be extended to the north west forming a full U. Part of this would parallel the GO-ALRT system and a shared track facility is likely; and/or

- reduction of the headways on the Yonge/University subway below the existing 2 min. 10 secs.

The terms of reference for the ARTS feasibility studies have been approved by Metro Council and the studies may take up to two years to complete. In the meantime, the need remains to keep these options open.

(iii) Summary of Regional Transportation Proposals

These proposed improvements to the regional road and transit systems are summarized in the Table 3 below. Estimated dates are shown by which these improvements could be required, provided that the assumptions discussed in this report, including a 5% shift to transit in the modal split, continues to remain valid, and that the present average absorption rate of 150 000 square metres (1,600,000 square feet) of office space per year is maintained.

TABLE 3

PROPOSED TRANSPORTATION IMPROVEMENTS

Regional Road Improvements	Timing
Expansion of Front Street from Bathurst Street to Strachan Avenue with ramps to interchange with the Gardiner	by 1990
Widening of Gardiner Expressway to 4 lanes in each direction from the proposed Front Street interchange to the Humber River	by 1990
Widening of Bayview Avenue south of Gerrard Street and improving links to King Street and Front Street	by 1990
Extension of Leslie Street south with a widened Bayview Avenue or other improvements to Don Valley Parkway	by 2000
Regional Transit Improvements	
GO Transit improvements	developed over the next 20 years
Relief of Yonge line south of Bloor - Options:	
- surface transit LRT lines on Spadina & Bay, with express bus on Sherbourne, and/or	by 1990
- lowering of headways on Yonge/ University line, and/or	by 1990
- relief line	by 1995

From the above table, it can be seen that increased transit capacity to relieve the existing Yonge line south of Bloor should be in place and additional road capacity to the west should be available by the end of the decade if the present absorption rate for new office development continues. By the mid-1990's, further transit improvements will likely be needed and extra road capacity in the Don Valley corridor will likely be required. Also, by this time, our analysis indicates the demand for GO-transit will have more than doubled from 1981 levels.

3.5 Integration of Local Railway Lands Facilities Into the Regional Transportation System

3.5.1 Intersection of The Esplanade West with North-South Arterial Roads

The proposed Esplanade West intersects Spadina Avenue, York Street and Bay Street more or less at their mid-points between Lakeshore Boulevard West and Front Street. The former two streets, in particular, are the principal routes from the Gardiner Expressway into the Central Area by way of the on/off ramps that feed them. As such, these streets carry high traffic volumes and in peak periods they experience poor levels of service and lengthy queues.

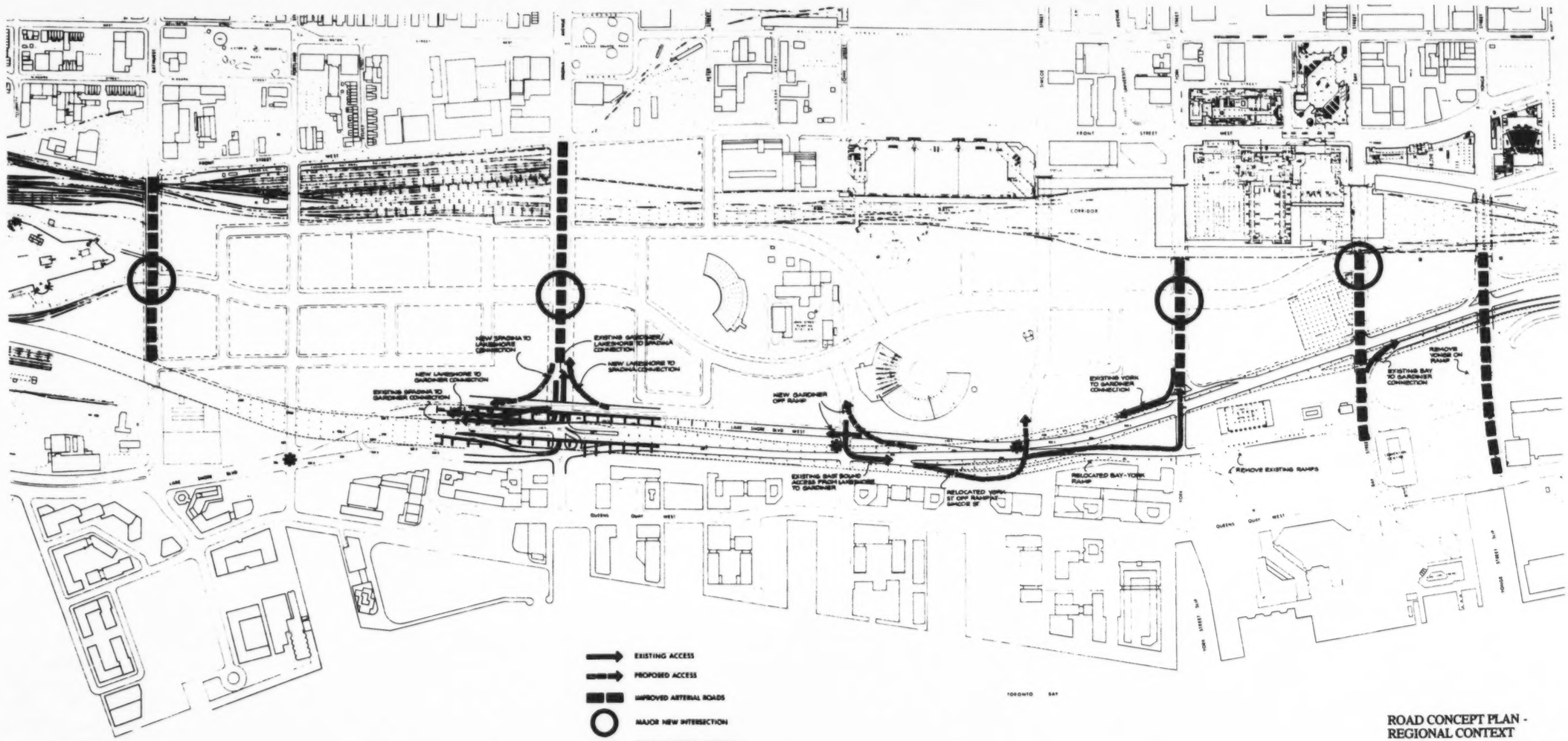
Two design options for these two intersections were examined. One approach was to grade separate the intersections of The Esplanade West with Spadina Avenue and York Street, and to achieve the intersection with connecting ramp roads. The other option, which we prefer, is to establish at-grade intersections. Capacity and operational analysis of the two options indicated that both would work at acceptable levels of service, given the spreading of the peak hour load between Simcoe and York Streets. Moreover, the at-grade alternative offers definite advantages in terms of a better layout for the secondary access roads. In the case of York Street, because of limited sight distances, the junction of the intersection ramps with York Street would require traffic signals, and consequently little is to be gained by the grade separation.

For these traffic reasons and others mentioned elsewhere, the at-grade configuration has been incorporated into the road concept plan as an important feature. Because of the concerns of Marathon Realty discussed in Section 2.2 above, a grade-separated intersection of The Esplanade West with York Street is still considered an option to be examined in greater detail at a later stage. Marathon Realty, however, supports with the alignments for these roads set out on the Streets and Blocks Plan.

3.5.2 The Gardiner/Lakeshore Ramp System

A major element in the effective integration of the local roads proposed for the Railway Lands with the regional road system relates to the reconfiguration of the access ramps to and from the Gardiner/Lakeshore corridor. (See Map 8)

Although the Front Street extension will accommodate a part of the increased demand for north-south movements across the Railway Lands, Simcoe Street must accommodate a substantial share of the growth in trips in order to relieve York Street. To achieve this spread of north-south trips onto Simcoe Street and thus ensure that the full capacity of the fourth lane on the Gardiner can be used to provide access to the Railway Lands and Central Core, it is proposed that the York Street off-ramp be re-located and a new


EXISTING ACCESS
PROPOSED ACCESS
IMPROVED ARTERIAL ROADS
MAJOR NEW INTERSECTION
NEW OR IMPROVED ACCESS WITH LAKESHORE BOULEVARD WEST
NEW SPADINA TO LAKESHORE CONNECTION
EXISTING GARDINER/ LAKESHORE TO SPADINA CONNECTION
NEW LAKESHORE TO SPADINA CONNECTION
NEW LAKESHORE TO GARDINER CONNECTION
EXISTING SPADINA TO GARDINER CONNECTION
NEW GARDINER OFF RAMP
EXISTING EAST BOUND ACCESS FROM LAKESHORE TO GARDINER
RELOCATED YORK ST OFF RAMP/NO SPACE BY
EXISTING YORK TO GARDINER CONNECTION
RELOCATED BAY-YORK RAMP
REMOVE EXISTING RAMPS
EXISTING BAY TO GARDINER CONNECTION
REMOVE YONGE ON RAMP
TORONTO BAY

ROAD CONCEPT PLAN - REGIONAL CONTEXT 8

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Simcoe/York Street off-ramp be introduced. This ramp re-design would allow traffic from the Gardiner the choice of moving north towards Front Street on either Simcoe or York Street, and would improve access to Queens Quay West, Harbourfront south and Central Bayfront.

It is also proposed that ramp connections be made to and from Lakeshore Westbound to the widened Spadina Avenue, enabling a direct connection to be made from Lakeshore Westbound to the Gardiner Westbound in the vicinity of Spadina Avenue. This Lakeshore/Gardiner connection would be particularly beneficial in the afternoon peak-hour and would reduce queues on the Spadina Avenue and York Street on-ramps to the Gardiner at these times.

Other proposed improvements to the ramp system include the elimination of the dangerous weave created by the closeness of the York Street on-ramp and the Spadina off-ramp on the Gardiner, and the elimination of the Yonge Street on-ramp to the Gardiner. This latter proposal is facilitated by the relocation of the York Street off-ramp described above. It would result in normal, two-way traffic operations on Yonge Street south of Lakeshore Boulevard and the creation of a developable block of land where the present spiral, on-ramp is located. These suggested changes to the ramp system will be discussed in more detail in my response to Metro's Central Waterfront Transportation Study.

3.5.3 The Waterfront ICTS Proposal

A recently published Metro report on the redevelopment of the CNE places considerable emphasis on the potential peak transit loads that a Domed Stadium and Trade Centre could generate, and recommends that an ICTS (Intermediate Capacity Transit System) line from Union Station to the CNE be built to accommodate these peak loads. Although the Planning and Development Department will comment more fully on this Metro report at a later date, it appears necessary, given the significance of such an ICTS facility, to provide a preliminary response to this particular proposal at this stage of reporting on the Railway Lands.

A Waterfront ICTS service presumably would operate on an elevated and separated transit right-of-way. Our preliminary evaluation suggests that the most desirable route for such a transit facility would be within the existing rail corridor, where it should be integrated with GO-ALRT proposals. A Waterfront ICTS route outside of the rail corridor has a severe, adverse impact on the Streets and Blocks Plan, and an elevated structure running on The Esplanade West is considered as unacceptable in terms of its impact on new Railway Lands development, particularly that proposed for the Bathurst-Spadina Neighbourhood.

The transit plan for the Railway Lands outlined above provides sufficient capacity to accommodate the anticipated daily weekday

peaks associated with the journey to work. Further, by extending the recommended LRT surface transit routes on Queens Quay and The Esplanade West into the CNE, sufficient capacity can be provided to accommodate all but approximately ten of the major annual peak loadings expected at the CNE. GO-ALRT services to the Exhibition on these occasions could help to reduce this shortfall. Consequently, at this time we do not see the need for a Waterfront ICTS line separate from the GO-ALRT system.

3.6 Conclusion of Transportation Analysis

In response to the need to accommodate the growth in peak-hour traffic that could be generated by future office development in the Central Area, including the maximum potential proposed in the Development Concept for the Railway Lands, this section has identified various options for increasing the capacity of the regional road and transit systems serving the Central Area of the City. It has also outlined proposed local road and transit services needed as part of the Development Concept for the Railway Lands. It is acknowledged that the approval of the proposals to increase the capacity of the regional road system would be inconsistent with certain transportation provisions set out in the City's Official Plan. However, it should be noted that there is no suggestion that these road improvements will result in better levels of service than those existing. They represent the minimum road improvements needed to prevent a serious deterioration in levels of service on the roads at peak hour, given the level of committed and potential development in the Central Area. Moreover, the principal emphasis in the transportation analysis has been on the improvement of transit service in order to ensure that this is the increasingly favoured and chosen mode of peak hour travel. For this reason transit improvements should be undertaken as a priority, preferably preceding increases to regional road capacity.

REVIEW AND IMPLEMENTATION

4. Review and Implementation

4.1 Review Process

This report does not recommend a Part II Official Plan, Zoning By-law or draft implementing agreements for the Railway Lands. Instead, The Part II Development Concept described in the report has been put forward as a basis for the development of these documents. This approach has been taken, in large part, to facilitate the review of the form and nature of Railway Lands development before detailed land use controls are actually recommended and put in place.

An essential part of the review of the proposed Part II Development Concept is the program for public participation approved by City Council at its meeting of August 8, 1983. This process involves the participation of various organizations in a series of open meetings to be held by the Land Use Committee. Copies of the report will be circulated to the Land Use Committee and to the organizations invited to participate, and meetings to discuss the report will be scheduled as soon as possible.

Copies of the report will also be circulated to the relevant City, Metro, Provincial and Federal officials for their review and comment. Of particular concern are the comments of the Ministries of the Environment and Municipal Affairs and Housing; GO and GO-ALRT; the TTR; the Metro Planning, Parks and Property and Roads and Traffic Departments; the City Departments of Public Works, Parks and Recreation and Housing; and the Board of Education. A complete list of officials and agencies to which the report is to be circulated, and a more detailed description of the program of the Review Committee are contained in a covering report.

4.2 Implementation Strategy

The process for implementing the Development Concept involves a number of complex and inter-related issues. These include:

(i) a practical strategy, including land exchanges and conveyances, for ensuring that the costs and benefits inherent in the Development Concept are equitably distributed among the various land owners, particularly in respect to the area east of John Street where the existing pattern of land holdings is extremely complicated;

(ii) the application of the land use controls called for in The Planning Act, including Official Plan statements, Zoning Bylaw amendments, development review and possibly, subdivision control;

(iii) a plan to be included or referenced in the Part II Official Plan, for the phasing of the development; and

(iv) agreements which allocate responsibilities for the provision of infrastructure and the sharing of costs among the appropriate levels of government, public agencies and benefitting land owners.

These issues, which are discussed separately below, will be dealt with in more detail in a future report which will recommend an integrated and comprehensive implementation strategy.

4.2.1 Rationalization of Land Holdings and Equitable Distribution of Costs and Benefits East of John Street

As pointed out in Section 2.3.3 above, and illustrated on Map 5, the portion of the Railway Lands in the Central Core (east of John Street) is owned or controlled by a number of separate interests. The resulting pattern of holdings clearly reflects the creation and use of this area for railway purposes, but is essentially incompatible with the division of land into development blocks, as proposed in the Development Concept.

In addition, when the proposed Development Concept is applied to the pattern of land holdings, almost all of the streets, parks and housing sites established by the Concept fall on land owned by the Toronto Harbour Commissioners and controlled through a long term lease by CP, while lands owned by the City and Canada Post on Blocks 2, 5 and 5A are not allocated any of these uses. Consequently, a mechanism is required both to rationalize the pattern of land holdings east of John Street and to ensure that responsibilities for the provision of streets, parks and housing are equitably shared among all land owners. The mechanism proposed here and described below involves:

i) an exchange of lands owned by the City for lands now owned or controlled by CP and to be acquired by Marathon Realty, CP's real estate division, prior to development; and

ii) a contribution in land from Canada Post to the City, to be conveyed by the City to Marathon Realty,

with the understanding that the Development Concept is adopted by all of the parties involved.

4.2.2 Proposed Land Exchange Between The City and Marathon Realty

As indicated on Map 5, the City of Toronto owns approximately three acres of land on Block 2. In order to ensure that the Railway Lands east of John Street are developed to realize the important City objectives embodied in the Development Concept, it

is proposed that these three acres be conveyed to Marathon Realty in exchange for the conveyance to the City of land now owned or controlled by CP on Blocks 13, 14, 16 and 10, including the southerly half of the east-west service road separating Blocks 8 and 10. The CP land on Blocks 13, 14 and 16 comprises approximately 13.27 acres and is designated for open space in the Development Concept. The CP land on Block 10 and the related portion of the secondary street comprises approximately 2.68 acres and is designated for housing. The total lands to be conveyed to the City would thus equal 15.95 acres.

It should be noted that this exchange is assumed to be between the City and Marathon Realty. Before it can take place, and before the CP lands can be developed, CP must transfer its lands to Marathon Realty, the real estate division of CP Enterprises. In addition, the fact that the Toronto Harbour Commissions actually own much of the land effectively controlled by CP will have to be taken into account. (The existing long term and renewable lease from the THC to CP does not place any limitations on CP's use of the land.)

4.2.3 Proposed Land Contribution from Canada Post

The portion of Blocks 5 and 5A shown on Map 5 as in Federal Government ownership is owned by Canada Post, now a Crown Corporation. This Canada Post holding comprises approximately 5.54 acres, or approximately 10% of the land east of John Street which is affected by the proposed Development Concept, i.e. excluding the Convention Centre, the rail corridor and Union Station. In order to ensure that Canada Post contributes to the provision of parkland, housing and public streets, it is proposed that it be requested to convey to the City approximately 2 of its 5.54 acres of land. This represents 10% of the land to be provided by CP/Marathon for parks and housing, and one half of the portion of the right-of-way for The Esplanade West which directly abuts Canada Post's land. In conjunction with and in accordance with the same conditions for the land exchange between the City and Marathon Realty discussed above, it is proposed that the City convey this two acres to Marathon.

4.2.4 Pattern of Land Holdings and Development Potential East of John Street Resulting from Proposed Conveyances

The result of the application of the proposed Development Concept to the altered pattern of land holdings created by the land exchanges and conveyances described above is the allocation of increased commercial development potential to Marathon Realty, a more equitable distribution of responsibilities for streets, parks and housing among the land owners, and the City's ownership of approximately 13.27 acres of parkland and 2.68 acres for housing.

This approach has been discussed with both Marathon Realty and Canada Post. Marathon Realty has endorsed the proposal as a means of achieving, in the context of the proposed Development Concept, the commercial development potential it considers essential if its rail relocation and development costs are to be financially viable. Canada Post has indicated strong interest in the proposal and is giving it serious consideration.

4.2.5 Proposed Land Conveyance Related to Development of CN Lands

In the context of discussions with CN Realty regarding the development potential to be allocated west of John Street, CN has agreed to provide to the City sufficient land to accommodate 30% of the housing units to be developed on CN's lands west of John, and to dedicate land for public parks and streets as called for in the Development Concept, provided that development potential is distributed to the Railway Lands in accordance with the Development Concept, and that Station Street is treated as described in Section 2.3.8(i) of this report. The Station Street proposal would permit CN to utilize the development potential allocated to Block 6, which is located immediately south of the CN/CP Telecommunications Building in the Financial District. As part of this arrangement, CN would construct a pedestrian link on the alignment of Station Street to the Convention Centre to the west. Subject to the necessary legal and Official Plan mechanism, CN would thus be exchanging for the closing of the street space for a pedestrian "street" and link to the Convention Centre.

4.3 Application of Planning Controls

4.3.1 Part II Official Plan

The Development Concept set out in Section 2 of this report has been developed in a manner which will facilitate its translation into Part II Official Plan provisions. In terms of land use, the three complementary plans included in Section 2 will provide the foundation for the Part II Official Plan. The Part II Plan will also include policy statements to reflect the objectives discussed in Section 2, as well as other objectives which will emerge as the result of the review of this report. These other objectives will address, among other things, the provision of social services and facilities and the establishment of environmental standards.

With respect to the application of specific use and density designations, the approach used in the formulation of the Development Concept, and described in Sections 2.3.4 and 2.3.8 above, has been to maintain as much consistency as possible with existing procedures and designations. This approach should continue to apply when the Part II Plan is drafted.

4.3.2 Phasing of Infrastructure and Development

Section 5.20(b) of the City's existing Part I Official Plan states that "Council will determine the phasing of services for the development of the Railway Lands in Part II of this Plan." This statement was included to reflect the importance of the provision and phasing of services and public infrastructure in relation to the form and timing of development on the Lands. It is essential that the implementation of the Part II Plan be linked to a rational phasing scheme agreed to by all affected levels of government and land owners. This phasing scheme may be developed as a component of the Part II Plan, or may be included in a separate agreement or agreements to be referenced in the Part II Plan. Whatever the nature of the legal framework, an orderly phasing of infrastructure and development must be incorporated into the overall implementation strategy for the Development Concept.

4.3.3 Subdivision Control, Zoning By-law Provisions and Development Review Criteria

In addition to the right to enact a Part II Official Plan amendment for the Railway Lands, The Planning Act provides the City with other development control tools. These include Zoning By-law amendments to implement the Part II Plan, subdivision control, and the powers established by Section 40. A strategy for the appropriate utilization of these development control tools must be developed in the context of the phasing plan and/or agreements referred to in Section 4.3.2 above. These tools should be employed, as appropriate, to ensure that development potential is made available incrementally, in step with the provision of services and in accordance with a phasing plan. The formulation and adoption of specific criteria for development review should also proceed incrementally, so that these criteria will reflect the conditions which exist when development is actually anticipated, although a set of general principles might be established at the outset.

4.3.4 Responsibilities for the Provision of Services and Infrastructure and the Sharing of Costs

The implementation of the Development Concept will require the creation of a substantial network of public infrastructure, including streets, transit, utilities, and parks. In addition, as noted in Section 2.3.6, the introduction of a new population into the Railway Lands will require the provision of new social services and facilities, particularly in the portion of the Lands west of John Street. Agreements respecting the responsibility for providing this infrastructure, and the allocation of costs will be required prior to the commencement of development. The nature of these agreements and their relationship to the other matters discussed in this section will be reported on in detail in the

report on an overall implementation strategy called for below. However, some basic principles can be put forward at this time.

In general, it is assumed that Metro will have jursidiction over the extension of existing Metro roads and services through the Railway Lands, and that the City will have jurisdiction over the extension of its new and existing facilities. Existing Metro facilities include Bathurst Street, Spadina Avenue, York Street, and the Lakeshore/Gardiner corridor. Responsibility for the extension of Front Street west of Bathurst Street will be reviewed. City facilities would include The Esplanade West, the Portland and Simcoe Street extensions, a portion of Lower Bay Street, and the improved John (Rees) Street. In the case of all of the existing and proposed streets, a quality of streetscape design comparable to that being established elsewhere in the Downtown should be required.

It is further assumed that where the extension of existing public facilities or the creation of new ones primarily serves the needs of the development, the costs of the installation of such facilities will be borne by the development. Where broader public purposes are served, the appropriate level of government or public agency will be expected to contribute. Where new facilities serve a dual purpose, some form of cost sharing is anticipated.

Similar principles respecting the allocation of responsibility and costs should apply to the provision of utilities and parks within the Railway Lands. In particular, lands required for parks should be conveyed to the City for dedication as parkland.

4.4 Proposed Report on a Comprehensive Implementation Strategy for the Development Concept

The issues which must be dealt with before the proposed Development Concept can be implemented have been set out in general terms in Sections 4.2 and 4.3 above. Although these issues have been presented as separate components of an implementation strategy, they cannot be dealt with independently. Consequently, a further report on an integrated and comprehensive implementation strategy will be prepared in consultation with the City Solicitor.

It would be desirable to prepare this report concurrently with the review of The Part II Development Concept described in Section 4.1 above so that final recommendations for the Development Concept and for a comprehensive implementation strategy to realize it can be brought forward at the same time.

An essential component of the implementation strategy will be a proposed Part II Official Plan. This Part II Plan and the Zoning Bylaws required to implement it will be subject to the normal

public participation and review process called for in The Planning Act.

APPENDICES

APPENDIX 1

Existing Part 1 Official Plan Provisions For The Railway Lands

The Railway Lands are located within the Central Area of the City and are subject to the provisions of the Official Plan as they affect the Central Area generally, subject to Section 5.20(e) below. The following provisions are related specifically to the Railway Lands.

5.20 (a) The Railway Lands shall be regarded as having significant potential for future redevelopment which will assist in achieving the objectives of this Plan. It is the policy of Council to undertake studies, in consultation with the other levels of government and with Canadian National Railways and Canadian Pacific/Marathon Realty, in order to determine specific objectives and policies respecting the future use and redevelopment of the Railway Lands. Council will endeavour to adopt Part II of this Plan for the Railway Lands by June 30, 1980 in co-operation with the above parties. In preparing this Part II Plan, Council will consider the application to the various parts of the Railway Lands of a broad range of land uses appropriate to their location.

(b) The portion of the Railway Lands within the Central Core is regarded as a desirable location for future office development in view of its strategic location adjacent to the Financial District, the Union Station railway and subway terminals, and the regional road system, and accordingly Council allocates a total of 540 000 square metres of office for possible future development within this portion of the Railway Lands. Council will determine the distribution of this allocation of office space in Part II of this Plan on the basis of the following principles:

(i) 215 000 square metres of office space is permitted to proceed within an extension of the Financial District to an appropriate area of the Railway Lands within the Central Core as of legal right at the maximum commercial density permitted by this plan in the Financial District;

(ii) the balance of 325 000 square metres of office space will be distributed either within the area comprising the extension of the Financial District referred to in sub-paragraph (i), or within another area or areas of the Railway Lands within the Central Core, or within a combination of both; and

(iii) wherever the 325 000 square metres of office space referred to in sub-paragraph (ii) is

distributed by the Part II Plan, its lawful erection and use shall be conditional upon the erection of at least 2 350 housing units on the portion of the Railway Lands within the Central Core on the basis of one housing unit for each 138 square metres of office space.

Council will also determine the phasing of services for the development of the Railway Lands in Part II of this Plan.

5.20 (c) On the adoption of Part II of this Plan for the whole or part of the Railway Lands, Council will pass by-laws to implement it by, inter alia, permitting the development of no more than the total of 540 000 square metres of office space in accordance with the provisions of Section 5.20(b).

(d) In addition to the other provisions of this Section, in conducting studies to prepare Part II of this Plan for the Railway Lands, Council will have regard for the following considerations:

(i) the development of the Railway Lands will be consistent with the major objectives of this Plan;

(ii) this development will facilitate the uniting of the Downtown and the Waterfront;

(iii) adequate environmental conditions will be ensured for the occupants of the Railway Lands and their immediate surroundings;

(iv) Union Station including the Great Hall and that portion of the building fronting on Front Street West will be preserved incorporating its transportation functions;

(v) the goals and targets set out in Section 2A.2(a) of this Plan; and

(vi) with respect to the lands west of John Street there be, inter alia, a mix of uses similar in concept to the St. Lawrence Neighbourhood.

5.20 (e) In undertaking studies and adopting Part II of this Plan for the whole or part of the Railway Lands pursuant to this Section, and in view of the resources and time required to prepare the Railway Lands for urban development, Council will, if required to accomplish its policies with respect to the Railway Lands, review the

application of the provisions of Section 1A.5 to future office development on the portion of the Railway Lands within the Central Core.

(f) Prior to the adoption of Part II of this Plan for the Railway Lands, Council may pass by-laws to permit only industrial, railway and communication uses in this Area.

(g) Notwithstanding Section 5.20(f), Council may pass by-laws to permit commercial, residential and/or institutional uses on the portions of the Railway Lands designated by the letter "A" on the Generalized City Plan Map as amended by Plan I prior to the adoption of Part II of this Plan for the Railway Lands, provided that the development which is thereby permitted is consistent with the City's goals and objectives for the future development of the Railway Lands and with any studies made and adopted by Council forming the background for a Part II Plan for the Railway Lands.(11)

APPENDIX 2

"Goals and Objectives" for the Railway Lands

The following "Goals and Objectives" for the Railway Lands were adopted by City Council on June 21, 1978. All amendments made by Council are included.

A. Develop the Railway Lands to unite the Central City and Its Waterfront:

A1. Plan to minimize the barrier effects of the road and rail corridors and the isolation of the Lands as far as practicable, taking into account the expense of minimizing the barrier effects and the potential effect of infrastructure costs on the feasibility of a desirable form of development.

A2. Establish the north/south streets as the major connections between the central city and the Waterfront by extending as many of them as possible across the Lands and, where appropriate, developing buildings and activities along them.

A3. Use parkland, open space, topography, water, views and building form as means of integrating the City and the Bayfront.

A4. Plan to develop the Lands so that the area generally becomes an active part of the central city which is used by people for a variety of purposes throughout each day.

B. Plan for the Lands to be put to uses that satisfy a broad range of urban needs, recognizing and taking full advantage of the unique opportunity presented by their size and central location, while ensuring effective transportation operations:

B1. Recognize the transportation role served by the Lands but, where possible, reorganize the transportation elements in the Lands to maximize the amount and quality of land available for urban use.

B2. Plan for development on the Lands that is compatible with the spirit of the City and Metropolitan Official Plans and carefully related to existing and planned conditions in the adjacent areas.

B3. Ensure that adequate road and rail services can be maintained effectively during the development of the Lands and their subsequent use.

B4. Retain and improve the existing Union Station building as the major interchange between inter-city trains, regional

GO trains, and the subway system, integrated with surface transit, public sidewalks and pedestrian walkways.

B.5 Plan to utilize public transportation as much as possible, in order to make use of the service available by all public modes and to keep increases in road traffic to a minimum.

B6. Provide for the development of a substantial amount of housing on the Lands.

B7. Plan for the progressive development of housing during the period of development of the Lands.

B8. Plan for the development of housing in a variety of settings ranging from low-density predominantly residential areas to more intensive mixed-use areas.

B9. Plan for housing on the Lands to provide a variety of unit types and sizes with the aim that, in aggregate, at least 30% of the units contain two or more bedrooms and, in areas considered appropriate for family housing, about 25% of the units are suitable for families with children.

B10. Plan for the provision of housing of various types for low and moderate income households with the aim that, if possible, in total half of the housing units serve these income groups.

B11. Seek to provide a broad range of housing tenure for the various households and income groups.

B12. Concentrate most of the office space within the Lands adjacent to the Financial District and the transportation interchange, to the extent provided for in the Central Area Plan.

B13. Provide for secondary office and other commercial uses in strategic locations elsewhere in the Lands.

B14. Plan for the provision of indoor and outdoor recreational facilities on the Lands with the aim of progressively increasing the range of active and passive recreational opportunities.

B15. Endeavour to incorporate, if feasible, a major park which is accessible to the Downtown population and which links Harbourfront and the Lake with the Downtown.

B16. Endeavour, where possible, in planning for the Lands, to improve the accessibility and setting of the parkland surrounding Fort York.

B17. Provide local parkland in accordance with the standards set out in the Central Area Plan, carefully designed to relate to specific local conditions.

B18. Examine the feasibility of including industrial uses in appropriate parts of the Lands.

B19. Plan for the location on the Lands of new facilities, where feasible, which require large sites and which could benefit from a Downtown location.

C. Plan to achieve on the lands a development pattern that is generally street-oriented but recognizes the physical conditions which are peculiar to the lands:

C1. Plan to establish a system of streets and development parcels which is integrated with the City's existing street pattern and which is capable of accommodating the full range of uses contemplated in these Goals and Objectives.

C2. Plan to ensure that buildings are sited and designed so that they help to define the character and form and contribute to the life of the streets, pedestrian ways and open spaces along which they are located.

C3. Plan the size and shape of blocks and development parcels so that they facilitate the incremental development of the Lands and are appropriate to the uses which they accommodate.

C4. Achieve a diversity of building form by encouraging the participation of a variety of public agencies and private developers in the design and construction of buildings across the Lands.

C5. Plan for the road traffic patterns within the Lands to be compatible with those of surrounding areas and for the particular traffic function of each street to be appropriate to the uses and activities located along it.

C6. Plan to ensure that, where practicable, internal pedestrian ways are designed as active public places with frequent visual and physical connections to the outdoors.

C7. Plan to incorporate, where appropriate, those characteristics of Toronto's existing streets which are distinctive, successful and familiar.

C8. Take full account of both natural and man-made environmental factors to ensure satisfactory

environmental conditions for people working and living within and around the Lands.

D. Promote the implementation of development on the lands in accordance with the Part II Plan:

D1. Pursue a planning process that facilitates understanding and co-operation between the various public and private agencies involved.

D2. Prior to the approval of a Part II Plan, encourage new developments on the Lands, including transportation improvements, to be carefully designed to be consistent with the Goals and Objectives.

D3. Plan to ensure that the redevelopment of the Lands can proceed incrementally in phases which are environmentally sound and which provide satisfactory living and working conditions.

D4. Adopt a planning and development strategy that will facilitate an early start to the implementation of key aspects of the development which begin to unite the Downtown, the Lands and the Bayfront and make the Lands more widely accessible and usable.

D5. Provide for an equitable apportionment between the various public and private agencies involved, of the costs necessary to prepare the Lands for development in accordance with the Part II Plan.

D6. Ensure that the costs necessary to prepare the Lands for development in accordance with the Part II Plan are such that development can proceed in phases which are financially feasible.

D7. Promote co-operative arrangements among the various parties to facilitate the development of the Lands.